

**COMBINED SPECIAL MEETING / WORK SESSION / SPECIAL MEETING**

**A M E N D E D\***

**CITY COUNCIL WORK SESSION**  
**TUESDAY**  
**SEPTEMBER 24, 2013**

**COUNCIL CHAMBERS**  
**211 WEST ASPEN AVENUE**  
**6:00 P.M.**

**WORK SESSION**

**SPECIAL MEETING**

1. **Call to Order**
2. **Roll Call**

*NOTE: One or more Councilmembers may be in attendance telephonically or by other technological means.*

MAYOR NABOURS  
VICE MAYOR EVANS  
COUNCILMEMBER BAROTZ  
COUNCILMEMBER BREWSTER

COUNCILMEMBER ORAVITS  
COUNCILMEMBER OVERTON  
COUNCILMEMBER WOODSON

3. **Pledge of Allegiance**
4. **Approve Stipulation**: To resolve CV13-08151-PCT-NVW: Baldwin v. D'Andrea regarding enforcement of loitering to beg statute.
5. **Adjournment**

**WORK SESSION**

1. **Call to Order**
2. **Public Participation**

*Public Participation enables the public to address the council about items that are not on the prepared agenda. Public Participation appears on the agenda twice, at the beginning and at the end of the work session. You may speak at one or the other, but not both. Anyone wishing to comment at the meeting is asked to fill out a speaker card and submit it to the recording clerk. When the item comes up on the agenda, your name will be called. You may address the Council up to three times throughout the meeting, including comments made during Public Participation. Please limit your remarks to three minutes per item to allow everyone to have an opportunity to speak. At the discretion of the Chair, ten or more persons present at the meeting and wishing to speak may appoint a representative who may have no more than fifteen minutes to speak.*

**3. Preliminary Review of Draft Agenda for the October 1, 2013, City Council Meeting.\***

*\* Public comment on draft agenda items may be taken under "Review of Draft Agenda Items" later in the meeting, at the discretion of the Mayor. Citizens wishing to speak on agenda items not specifically called out by the City Council for discussion under the second Review section may submit a speaker card for their items of interest to the recording clerk.*

**4. Snow and Street Sweeping operational plans for the winter/spring season**

**5. Discussion of Resolution re Arizona's Immigration Issues**

**6. Flagstaff Regional Plan Discussion #4 - Ch. VI. Water Resources**

**7. Review of Draft Agenda Items for the October 1, 2013, City Council Meeting.\***

*\* Public comment on draft agenda items will be taken at this time, at the discretion of the Mayor.*

**8. Public Participation**

**9. Informational Items To/From Mayor, Council, and City Manager.**

**10. Adjournment**

**CERTIFICATE OF POSTING OF NOTICE**

The undersigned hereby certifies that a copy of the foregoing notice was duly posted at Flagstaff City Hall on \_\_\_\_\_, at \_\_\_\_\_ a.m./p.m. in accordance with the statement filed by the City Council with the City Clerk.

Dated this \_\_\_\_\_ day of \_\_\_\_\_, 2013.

\_\_\_\_\_  
Elizabeth A. Burke, MMC, City Clerk

# Memorandum

4.

## CITY OF FLAGSTAFF

**To:** The Honorable Mayor and Council  
**From:** Michelle D'Andrea, City Attorney  
**Co-Submitter:** Colin Spaeth  
**Date:** 09/19/2013  
**Meeting Date:** 09/24/2013



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### TITLE:

**Approve Stipulation:** To resolve CV13-08151-PCT-NVW: Baldwin v. D'Andrea regarding enforcement of loitering to beg statute.

### DESIRED OUTCOME:

Settle litigation arising from City enforcement of state statute that prohibited loitering-to-beg.

### INFORMATION:

The State of Arizona has determined that the portion A.R.S. 13-2905 that prohibits loitering to beg is unconstitutional under the First Amendment. The City of Flagstaff agrees that it will no longer enforce that portion of the the statute and that it will not take any action in the future that interferes with a person peacefully begging in public areas. The City may, however, impose content neutral time, place, or manner restrictions that are consistent with court decisions interpreting the First Amendment of the United States and the free speech clause of the Arizona Constitution.

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### Attachments:

# Memorandum

4.

## CITY OF FLAGSTAFF

**To:** The Honorable Mayor and Council  
**From:** Michael O'Connor, Public Works Section Head  
**Date:** 08/30/2013  
**Meeting Date:** 09/24/2013



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### TITLE:

**Snow and Street Sweeping operational plans for the winter/spring season**

### DESIRED OUTCOME:

Council approval of the Street section operational plan for the winter/spring season.

### INFORMATION:

As we approach the upcoming winter/spring season, staff is planning the operations in the Street section based upon direction from Council. Discussion items are:

- Proposed snow policy
- Cinderling procedure
- Sweeping operation plan

During the FY14 budget process \$100,000 of one-time money was reallocated to snow operations and \$40,000 of ongoing money was reallocated to street sweeping. Staff has identified how service levels could be increased based upon this discussion.

### Discussion for snow plowing policy plan

One element for consideration is different plowing techniques: when to deploy the entire fleet and at what depth of snow. On average, equipment gets deployed on 22 snow events during the season, approximately half of these are of significance. At the beginning of the season the storms are usually smaller and less frequent but occasionally we receive significant storms. Historically, January and February are the coldest months and we have more frequent storms; the sooner we plow will help mitigate ice buildup.

Cost savings are found by not having all the equipment on the road until necessary; this includes motor graders and loaders. These pieces of equipment are specialized for getting into cul de sacs, for example.

Staff will present scenarios based on different plowing techniques, when to deploy the entire fleet, at what depth and we will plan accordingly.

### Option 1:

From the beginning of the season to the end of December plow secondary priority areas when 4" of snow has accumulated.

From the end of December through the end of February plow secondary priority areas when 3" of snow has accumulated.



From the end of February to the end of the season plow secondary priority areas when 4" of snow has accumulated.

To be clear, 3"-4" of accumulation per storm is when we deploy motor graders to secondary priority areas and it will take time to complete the routes depending on the storm and when snowfall ends.

### **Option 2:**

Any accumulation below 4" plow **one pass each way** through **collector roads in secondary priority areas**. This would not include all secondary priority roads, as most are local residential roads. This could generate many complaints from the public as the entire road will not be plowed and citizens will have to shovel out into the street. When we reach the 4" of accumulation, all the equipment would be deployed, the snow would be pushed back utilizing motor graders as the trucks would not be able to move the frozen snow and it would be time consuming and this would create large chunks of ice and snow into driveway entrances. Mail and Trash/Recycle services would be impacted due to the unplowed roadway and snow berms. This would create an inequity to citizens and may be viewed as inconsistent as not all roads in an area would be plowed due to traffic volumes and classification. The time line for all areas to get plowed would increase after we reach the 4" of accumulation. An approximate cost could be an additional \$60,000 to the \$100,000 that was reallocated.

### **Option 3:**

Any accumulation below 4" plow **one pass each way** through **all secondary priority areas except cul de sacs**, as the plow trucks cannot make the turning radius in them. This could generate many complaints from the public as the entire road will not be plowed and citizens will have to shovel out into the street. This would be costly. When we reach the 4" of accumulation, all the equipment would be deployed. The snow would be pushed back utilizing motor graders as the trucks would not be able to move the frozen snow. It would be time consuming and this would create large chunks of ice and snow into driveway entrances. Mail and Trash/Recycle services would be impacted due to the unplowed roadway and snow berms. This would be inequitable to citizens as most all roads would be plowed one pass each way except cul de sacs. It would increase the time line for all areas to get plowed after we reach the 4" of accumulation. An approximate cost could be an additional \$100,000 to the \$100,000 that was reallocated.

The current snow policy that was adopted by Council set the following time frames:

0-4"	First priorities only
4" to 8"	Second priorities within 12 hours after snowfall ends
8" to 12"	Second priorities within 18 hours after snowfall ends
Over 12"	Second priorities within 36 hours after snowfall ends

This was modified last season to reflect the 4" snow policy; it could be modified for this season depending on the outcome of direction and could be posted on the website for the public.

### **First priorities consist of the following:**

- Main arterials/collectors
- Major hills
- Downtown area
- NAIPTA bus routes
- FUSD bus routes

The Street section tries to keep the first priority roads open and passable at all times. Second priorities consist of residential areas, neighborhoods and business areas that are not located on main or collector roads.

To meet reductions in budget, staff met with Flagstaff Unified School District last year to revisit school bus routes. Between the two agencies, school bus routes were rerouted to mains or collector roads during snow events. This helped both agencies become more efficient during snow events, and it reduced the amount of first priority roads the City was maintaining.

#### **Cindering procedure**

Cinders are a traction aide used to keep traffic moving, as opposed to de-icer which is used to break the bond between the snow/ice and the pavement to allow for all of the snow/ice to clear from the roadway. Cinders must be reapplied frequently due to traffic pushing the cinders into the snow/ice, crushing or blowing off the roadway.

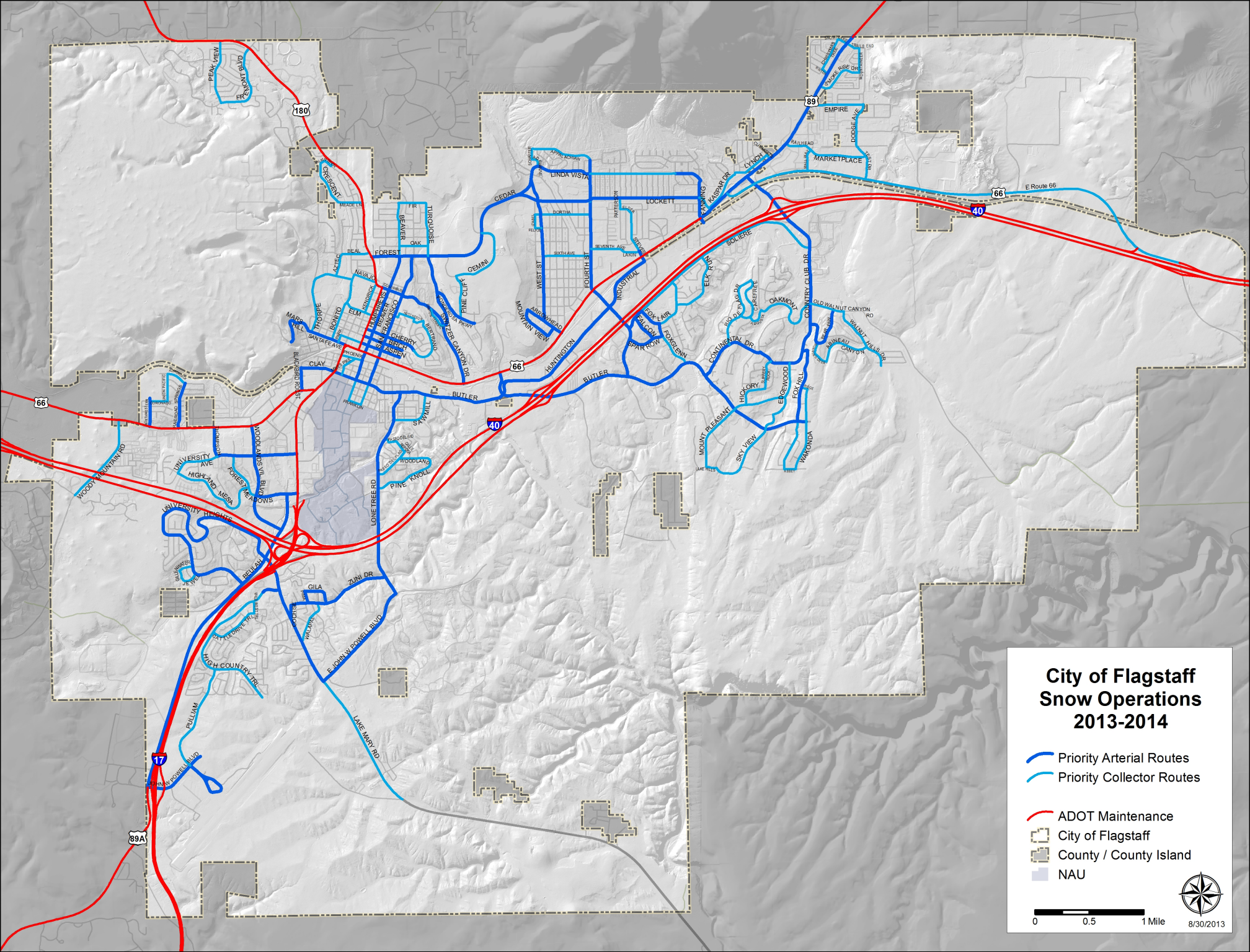
The procedure for cindering is to apply cinders to major hills, signalized intersections, railroad crossings, shaded areas, problem areas and stop signed intersections. We limit the use of cinders in residential areas and flat roads.

#### **Sweeping operation plan**

To increase service levels and expectations, the sweeping operation will need to be modified from its current status. In the past, there were four (4) sweepers operating year round as weather allowed and this has been reduced this to two (2) in 2012. To increase the service level during the winter and spring, we can increase the sweepers to four (4) as needed. During the winter, if we receive a break between storms, four (4) sweepers will be out to help limit the spring cleanup as it will be increased by applying more cinders. Weather permitting four (4) sweepers will be out as soon as possible to complete the spring cleanup. This consists of an initial round to pick up the majority and then a follow up round to remove the rest. This is our current practice, and depending on the season, we may need to run the sweepers two (2) shifts a day. We will then return to two (2) sweepers the balance of the year. This will also be coordinated with code enforcement's "sweep your sidewalk" public outreach program as we do currently. We will see a significant increase in cinders on the sidewalk this year as compared to the past few years.

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**Attachments:**     Priority routes 13-14



## City of Flagstaff Snow Operations 2013-2014

- Priority Arterial Routes
- Priority Collector Routes

- ADOT Maintenance
- City of Flagstaff
- County / County Island
- NAU

0 0.5 1 Mile



8/30/2013

## Memorandum

5.

### CITY OF FLAGSTAFF

**To:** The Honorable Mayor and Council  
**From:** Elizabeth A. Burke, City Clerk  
**Date:** 09/23/2013  
**Meeting Date:** 09/24/2013



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#### **TITLE:**

**Discussion of Resolution re Arizona's Immigration Issues**

#### **DESIRED OUTCOME:**

Council discussion / direction

#### **INFORMATION:**

After previous discussion re the Arizona Accord by the Council, Vice Mayor Evans and Councilmember Barotz drafted a resolution regarding the issue of immigration and worked with staff in the Legal Department to present such resolution to Council for further discussion. This draft resolution is attached for your review.

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**Attachments:** Draft Resolution

**RESOLUTION NO. 2013-\_\_\_\_\_**

**A RESOLUTION OF THE COUNCIL OF THE CITY OF FLAGSTAFF, ARIZONA  
CONCERNING ARIZONA'S IMMIGRATION DISCUSSION**

**RECITALS:**

WHEREAS, the community of Flagstaff is directly and indirectly affected by the lack of adequate federal action on comprehensive immigration reform with resultant negative impact on families, economics, schools, and law enforcement; and

ACKNOWLEDGING the previous public statements by cities, communities, businesses and individuals (locally and statewide) which support the Arizona Accord and other such public statements calling for comprehensive immigration reform by groups such as the Arizona Chamber and the Flagstaff 40;

**ENACTMENTS:**

NOW, THEREFORE, BE IT RESOLVED BY THE COUNCIL OF THE CITY OF FLAGSTAFF AS FOLLOWS:

We thereby call on our federal representatives to enact federal immigration reform that reflects these basic, essential principles:

- The essential economic role immigrants play as workers and taxpayers in our community. We support policies that establish an ongoing, improved process for meeting our nation's workforce needs, while simultaneously protecting all workers.
- Strong, safe families are the foundation of successful communities. We champion policies that support family unity and families' abilities to work productively and contribute in safety to our community.
- Immigrants and their families in our community need a way to become productive, contributing members of society. We support policies that establish a fair path toward legal status and citizenship for those who want to contribute to this country's wellbeing.

PASSED AND ADOPTED by the City Council and approved by the Mayor of the City of Flagstaff this \_\_\_\_\_ day of \_\_\_\_\_, 2013.

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MAYOR

ATTEST:

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CITY CLERK

APPROVED AS TO FORM:

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CITY ATTORNEY

S:\Legal\Civil Matters\2013\2013-245 Arizona Accord Immigration Principles\Resolution AZ Accord 9-10-13.docx



## Memorandum

6.

### CITY OF FLAGSTAFF

**To:** The Honorable Mayor and Council  
**From:** Kimberly Sharp, AICP, Comprehensive Planning Manager  
**Co-Submitter:** Kimberly Sharp, AICP  
**Date:** 09/18/2013  
**Meeting Date:** 09/24/2013



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#### TITLE:

**Flagstaff Regional Plan Discussion #4 - Ch. VI. Water Resources**

#### DESIRED OUTCOME:

Staff will present a brief background of data, public comment input and policies for Chapter VI. Water Resources of the Flagstaff Regional Plan. Council may wish to open the discussion for public comment at this time, followed by discussion on any concerns regarding this chapter or policies to put on the 'Policy Parking Lot' list for further Council discussion, debate and decision in November and December.

#### INFORMATION:

As a required element within the plan, State Statute clearly articulates the Water Resources element is to address:

- The known legally and physically available surface water, groundwater and effluent supplies.
- The demand for water that will result from future growth projected in the general plan, added to existing uses.
- An analysis of how the demand for water that will result from future growth projected in the general plan will be served by the water supplies identified in first section of this paragraph or a plan to obtain additional necessary water supplies.

In addition to the hard copy of the Plan you each have been given, the chapter may be reviewed on-line:  
[http://www.flagstaffmatters.com/\\_pdfs/chapters/FRP-VI-Water-Resources.pdf](http://www.flagstaffmatters.com/_pdfs/chapters/FRP-VI-Water-Resources.pdf)

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**Attachments:** Water Resources Presentation  
Policy Parking Lot

# FLAGSTAFF REGIONAL PLAN

2030

PLACE MATTERS



Flagstaff City Council  
September 24, 2013



## Regional Plan Elements

### 17 required elements:

- Land Use
- Circulation
- Open Space
- Growth Areas
- Environmental Planning
- Cost of Development
- **Water Resources**
- Recreation
- Safety
- Public Facilities and Services
- *\*Energy*
- *\* Conservation*
- *\*Public Buildings*
- *\*Housing*
- *\*Bicycle*
- *\*Urban Conservation, Rehabilitation and Redevelopment*
- *\*Neighborhood Preservation and Revitalization*

### 5 optional elements:

- Community Character and Design
- Natural/Cultural Resources Planning
- Economic Development
- *\*Historic Preservation*
- *\*Social*

*\* new items as added by ARS*



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Photo by: Jake Bacon

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Photo by: Tom Bean

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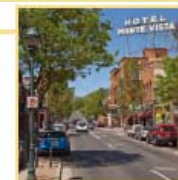
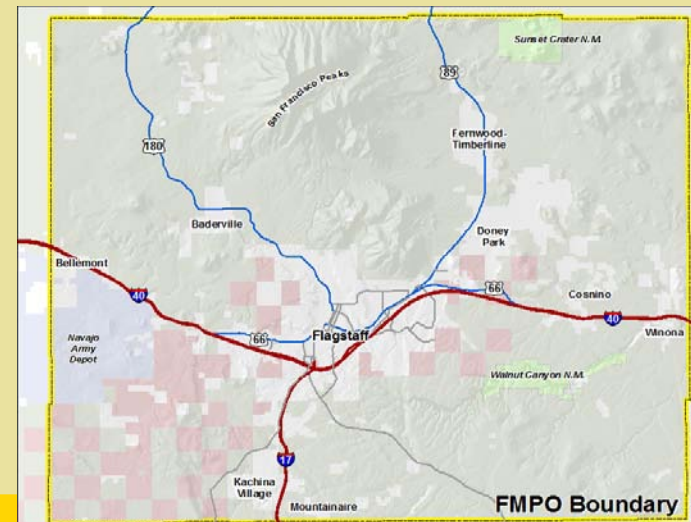


Photo by: Tom Bean

# The Regional Plan Vision

The greater Flagstaff community embraces the region's extraordinary cultural and ecological setting in the Colorado Plateau through active stewardship of the natural and built environments. Residents and visitors encourage and advance intellectual, environmental, social, and economic vitality for today's citizens and future generations.



## Guiding Principles

- Environment
- Prosperity
- Sustainability
- People
- A smart & connected community
- Place
- Trust & Transparency
- Cooperation





## **1. REGIONAL PLAN OPEN HOUSES - Public Comments**

**March 11** (St. Pius Church), **12** (City Hall) and **13** (Pulliam Airport), **2009:**

## **2. Regional Plan Focus Group**

***Energy, Environment, & Water***

September 24, 2009 - 4-7:30 p.m.

Coconino Community College Lone Tree Campus

2800 S. Lone Tree Rd.

**SWOT Analysis Results – next slide**

## **3. Review of 2001 policies**

- Open Space Commission
- Parks and Rec Commission
- Sustainability Cabinet
- Tourism Commission
- Water Commission
- Neighborhood Groups
- Chamber / NABA / Realtors

## Chapter VI. Water Resources – Public Process

Water	
Strengths	Weaknesses
We are a leader in using reclaimed water and water conservation programs	Need to increase storm water collection/ greywater collection and use. Conflict – with reclaim: the more personal collection, the less is available for public reclaim production. % currently? goal %?
Promotion of xeriscape/native landscaping	Need water for food production
Interest & promotion of local food production	Rules for watering?
Community has strong water conservation ethic	The current water conservation ethic can increase – become ‘norm’
	Water is in expensive- current charge is for infrastructure
	Hydrology report needed
	Developments current water use
Opportunities	Threats
Require link between development and water use	Impact of global warming perception.
Address need for water collection / use	Requests such as ‘bottling water’
Flexible policies to reflect water supplies	Excessive water use-taking H2O out of community
Can accommodate growth if h2o is used more efficiently - NEED LAWS	Water as a commodity
Greywater code & permitting process- individual (DEQ rules)	Conflicts: Human rights-vs.-property rights City vs. County vs. US-State Law-Federal law
Sustainability as a priority – not a need to develop pipelines- make good use of what we have- rainwater harvesting-look at global best practices / historic Native American best practices	Population Growth
The development to water resources	Current regional aquifer use is not sustainable
Policies for water conservation – better our chance of a sustainable supply	Impact of septic on water quality
Attach numbers, timeline & progress	

### 4. Water provider discussions:

- Public Utilities
- Water groups

### 5. Comparison and collaboration with:

- Water Resources Sustainability Study (2012)
- City of Flagstaff Utilities Integrated Master Plan (2013)
- Water Policies (2013)
- Colorado Plateau Water Advisory Council

The City's *Water Resources Sustainability Study* (July 2012) and the Water Resources chapter of the *Utilities Integrated Master Plan* (Draft, 2013) begin to address the idea of a sustainable water supply. While the State of Arizona requires the *Flagstaff Regional Plan* to address the commodity of water to serve human needs, the City of Flagstaff and Coconino County both recognize the need to address the resource in a natural systems sense as well. This chapter addresses water resources available to the region including the regulatory framework for water resources, and the current efforts to address water resource issues through a regional partnership.

### ARS Requirements:

- The known legally and physically available surface water, ground water and effluent supplies
- The demand for water that will result from future growth projected in the general plan, added to existing uses
- An analysis of how the demand for water that will result from future growth projected in the general plan will be served by the water supplies identified in (first bullet point) or a plan to obtain additional necessary water supplies.

### Our Vision for the Future

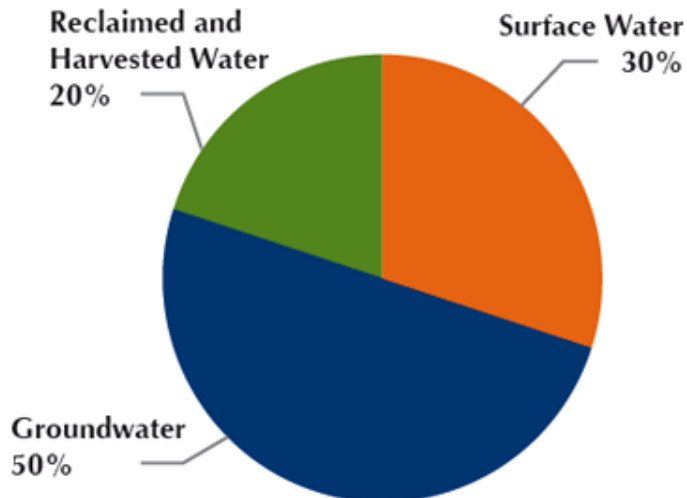
In 2030, the region's water supply is maintained through conservation, re-use, innovative treatment technologies and smart development choices.



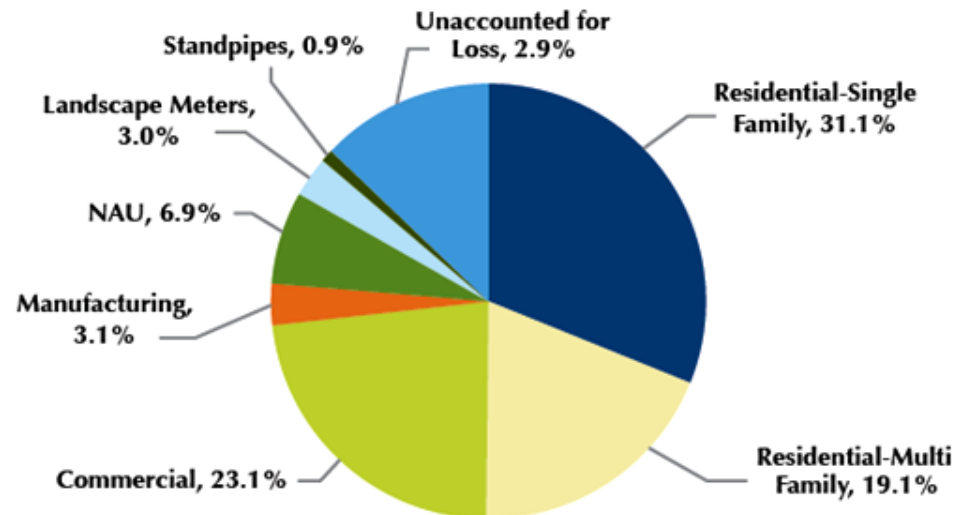


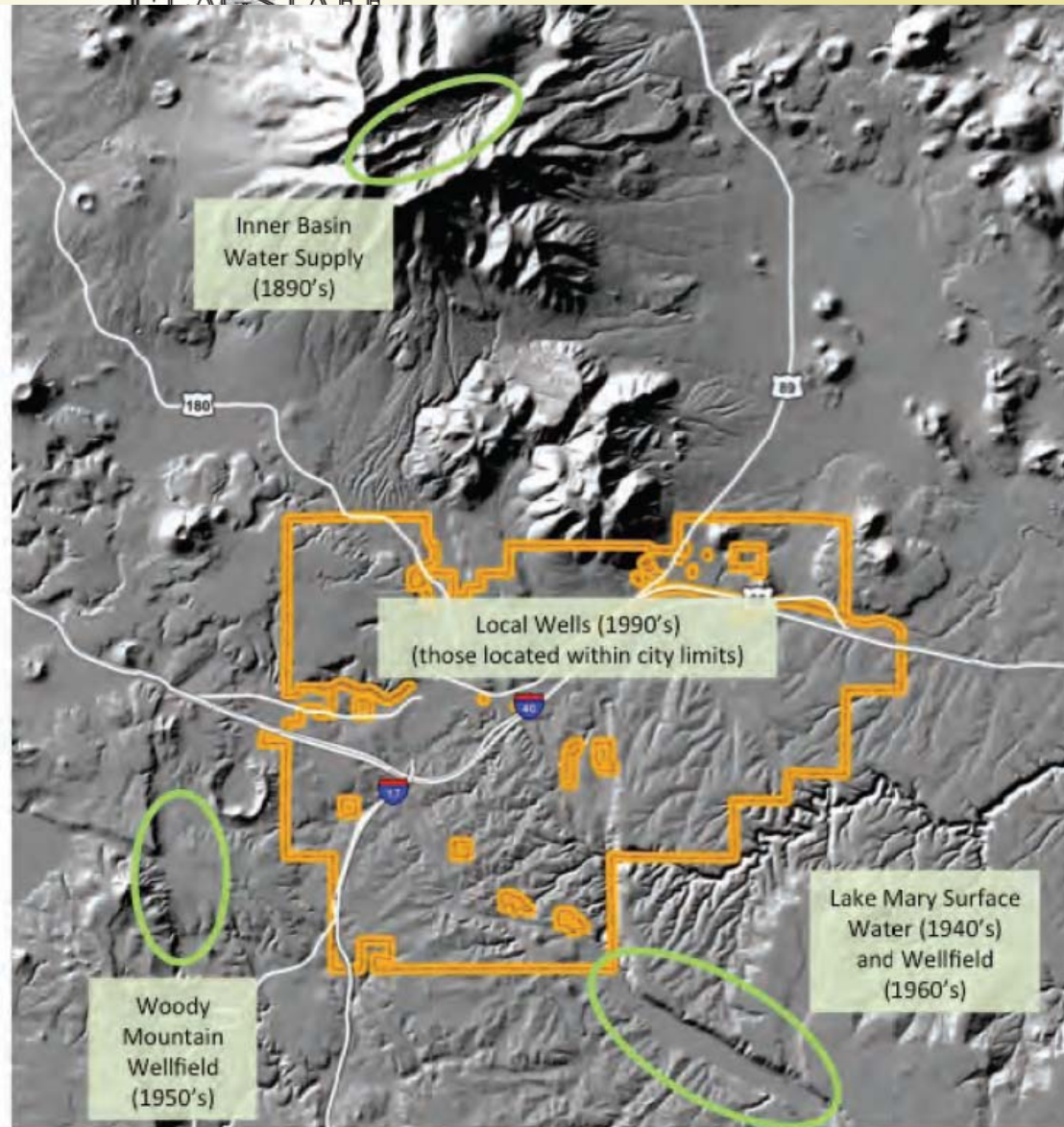
In the Flagstaff region, we rely on surface water, groundwater, and reclaimed water to serve our residential, commercial, industrial and recreational needs. We plan for water resources, an integral part of which is conservation planning, with the intent to sustain our water supplies and quality for future generations.

**City of Flagstaff 5-Year (2008-2012)  
Municipal Water Produced**



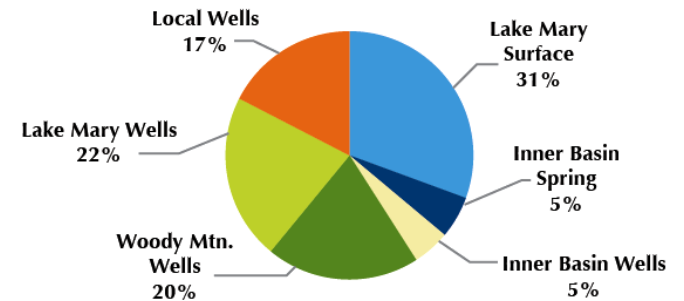
**2012 Potable Water Use  
by Customer Class**





City of Flagstaff Water Supplies and Year of Development

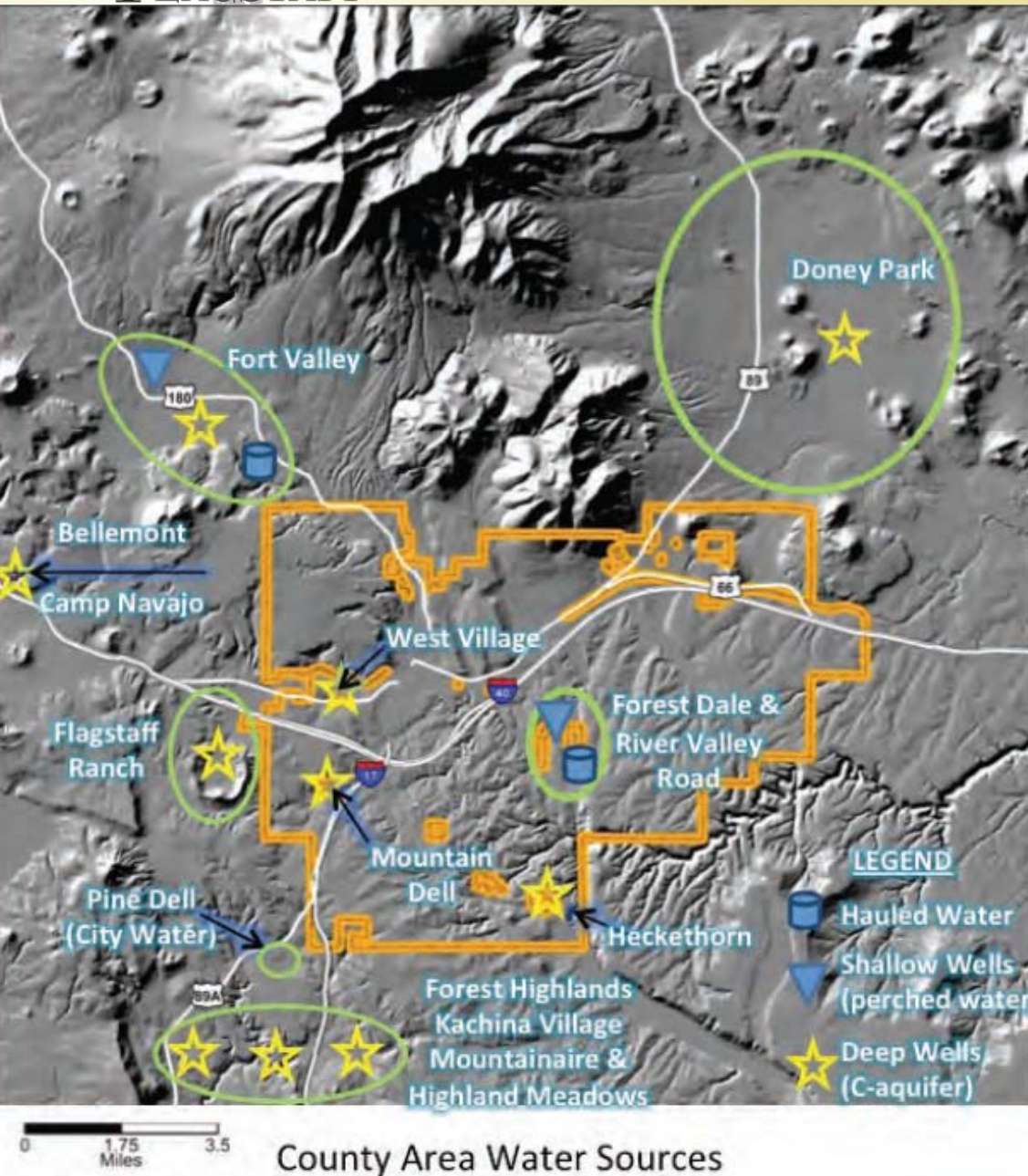
Historic Average (1949-2012)



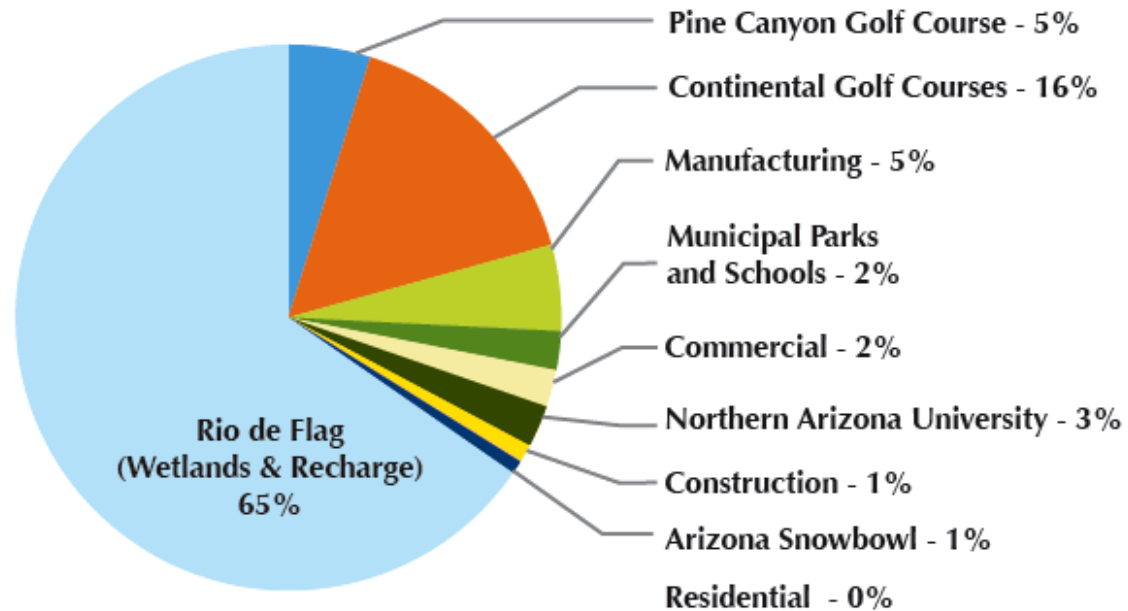
## Helpful Terms

**“Acre-foot”** - One acre-foot of water serves about four homes in Flagstaff for a year



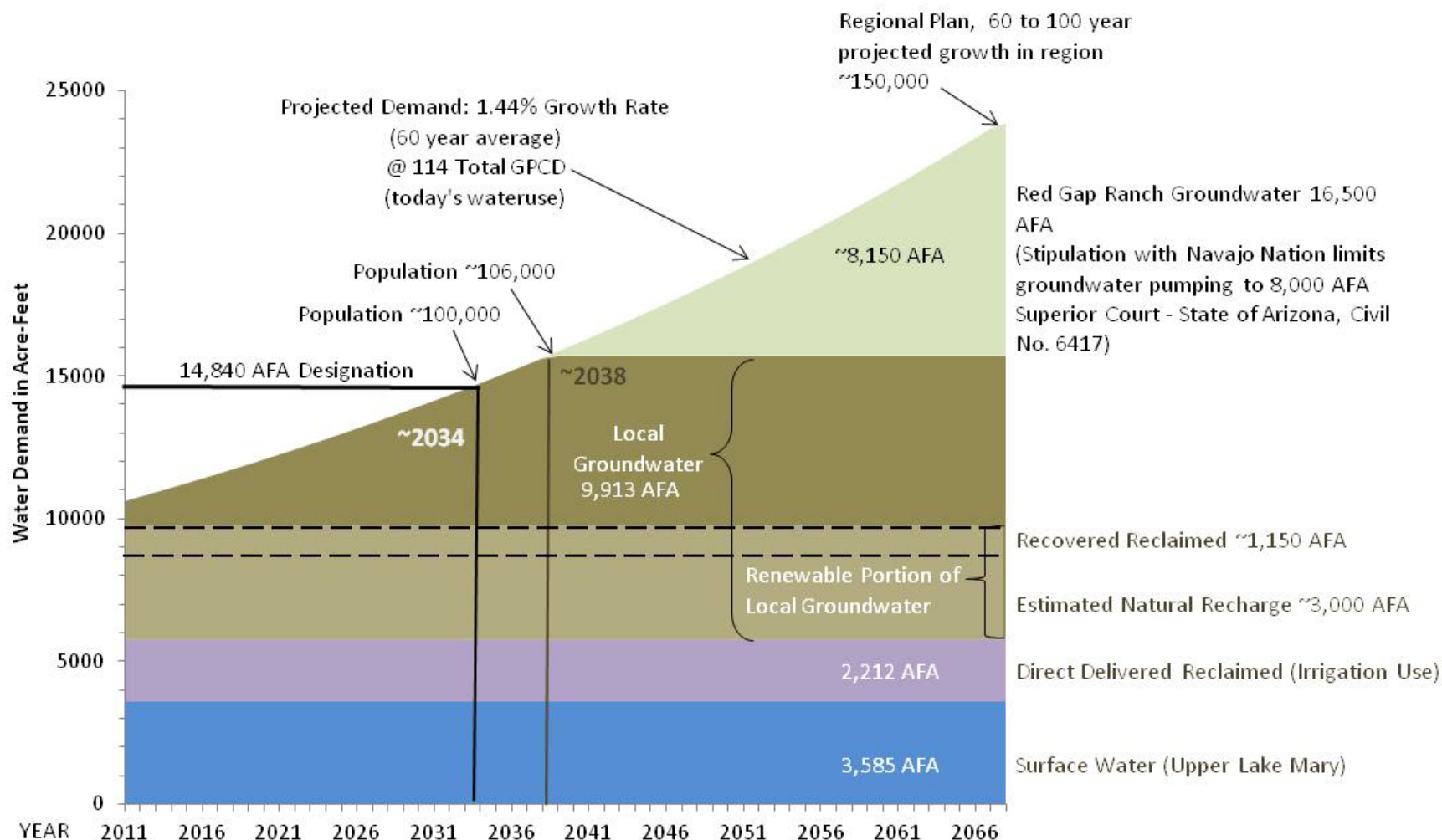


### Reclaimed Water Delivered 2012 City of Flagstaff



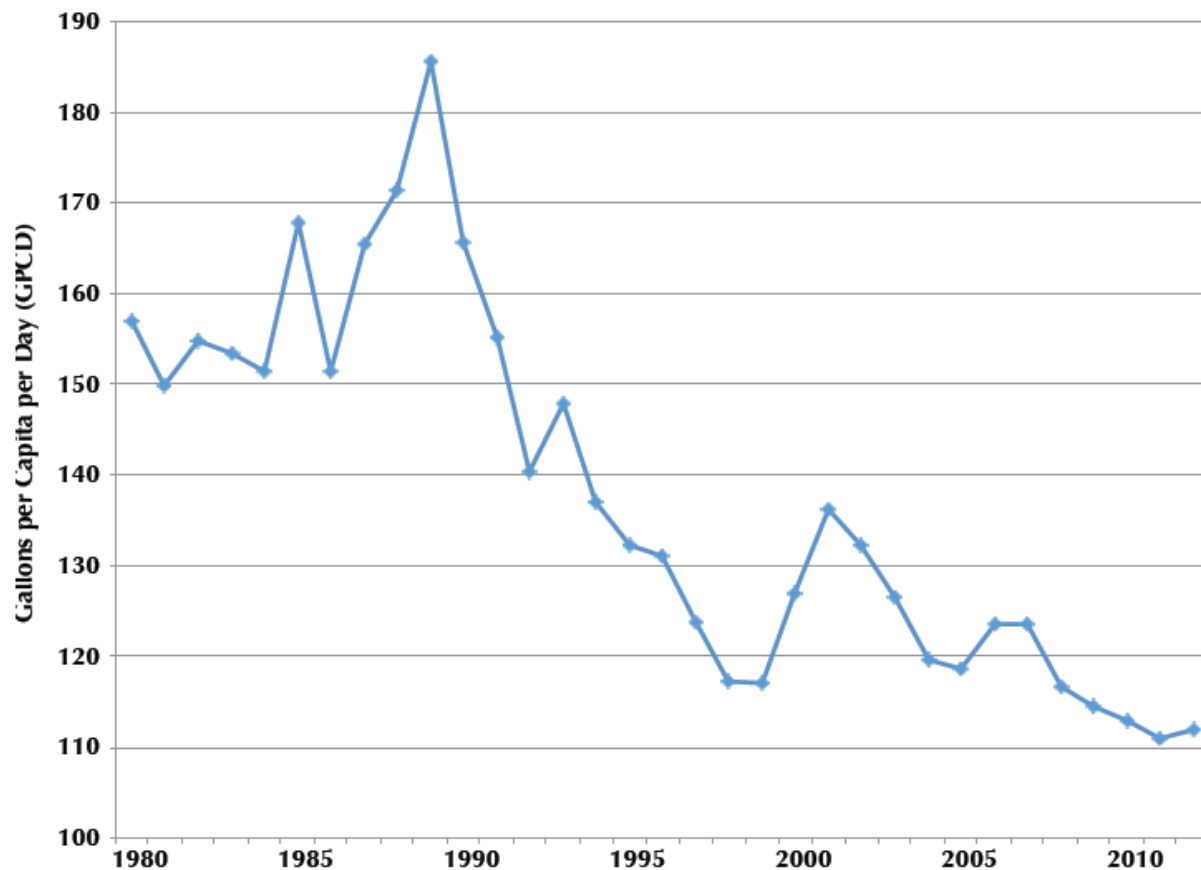
## City of Flagstaff 100-Year Designation of Adequate Water Supply

(as accepted by Arizona Department of Water Resources,  
supplies are in acre-feet annually [AFA])



## Water Conservation

Gallons Per Capita Per Day Over Time



develop new water  
gh strict water  
shing. The total  
186 gallons  
CD in 2011.  
gone from 61  
ts are so strict  
e. Water haulers  
nd can be a



### WATER SOURCES GOALS AND POLICIES

**Goal WR.1. Maintain a sustainable water budget incorporating regional hydrology, ecosystem needs, and social and economic well-being.**

Policy WR.1.1. Participate in and support regional processes to develop a sustainable water budget.

Policy WR.1.2. Seek regional opportunities to partner with resource land managers and adjacent landowners to improve water yield and hydrologic processes.

**Goal WR.2. Manage a coordinated system of water, wastewater, and reclaimed water utility service facilities and resources at the city level and identify funding to pay for new resources.**

Policy WR.2.1. Develop and adopt an integrated water master plan that addresses water resources, water production and its distribution, wastewater collection and its treatment, and reclaimed water treatment and its distribution.

Policy WR.2.2. Maintain and develop facilities to provide reliable, safe, and cost-effective water, wastewater, and reclaimed water services.



### Planning to Meet Future Demands

#### Regulatory Framework in Northern Arizona

Historically, water has been deemed a resource of the State of Arizona, and authority over groundwater and surface water is currently under the jurisdiction of the Arizona Department of Water Resources (ADWR). ADWR recognizes groundwater, surface water, reclaimed water, and the Colorado River as distinct legal water sources.

**92%** of residents feel that water policies are needed to address long-term drought.

- 2010 Community Values Survey



### Water Demand Projections

Both the City and the County participate in the Coconino Plateau Water Advisory Council (CPWAC), which completed the North Central Arizona Water Supply Appraisal Study in 2006 for communities across the Coconino Plateau. The results of this study suggest that, based on the assumption of projected water use and current water sources, there would be unmet demands for the region by 2050. The shortfall would be 9,652 acre-feet per year for the *Flagstaff Regional Plan* area: 8,027 acre-feet for the city, and 1,625 acre-feet for the unincorporated county areas. With this assumption, and with no further conservation measures in place, 9,652 acre-feet could serve about 75,000 region-wide. A shortfall would exist even after increasing conservation measures by an additional 20 percent.

In order to accommodate this unmet water demand, the City of Flagstaff would look to increasing conservation, continue building its redundancy in water resources by importing its fourth water supply.



Photo by: Calvin Johnson



**Goal WR.3. Satisfy current and future human water demands and the needs of the natural environment through sustainable and renewable water resources and strategic conservation measures.**

Policy WR.3.1. Work together with regional partners to address regional human and environmental water needs.

Policy WR.3.2. Favor low-water consuming businesses and industries over water-intensive uses.

Policy WR.3.3. Integrate sound water conservation and reuse systems into new and updated public facilities.

Policy WR.3.4. Use reclaimed water and rainwater harvesting wherever appropriate.

Policy WR.3.5. Encourage private well owners to install meters to understand how much water is used as well as alert property owners to possible leaks.

Policy WR.3.6. Golf courses will use reclaimed water for irrigation purposes.

### City-Specific Policies

Policy WR.3.7. Calculate the volume of local water resources it has available and make periodic updates as appropriate.

Policy WR.3.8. Implement a water management program that creates a linkage between new growth and a minimum 100-year water supply.

Policy WR.3.9. Identify adequate funding sources to pay for new resources for a long-term renewable water supply.

**Goal WR.4. Logically enhance and extend the City's public water, wastewater, and reclaimed water services including their treatment, distribution, and collection systems in both urbanized and newly developed areas of the city to provide an efficient delivery of services.**

Policy WR.4.1. Use the Regional Plan as a guide for the Utilities Integrated Master Plan to better plan for the necessary infrastructure sizing and location to accommodate planned growth and resource management.

Policy WR.4.2. Maintain, at the city level, a financially stable utility to provide reliable, high quality utility services.

Policy WR.4.3. Development requiring public utility services will be located within the Urban Growth Boundary.

### Stormwater and Watershed Management

The City of Flagstaff manages stormwater as part of an overall healthy watershed management strategy to address the following:

- Urban flooding and runoff quantity
- Stormwater quality
- Low-impact development including water harvesting strategies
- Watershed corridor preservation

#### Rio de Flag Flood Control Project

Flooding along the Rio de Flag dates back as far as 1888. Over 1,500 structures would be directly affected in a large flood, which could result in inundation of approximately \$450 million. A single 100-year flood event could cause an estimated \$91 million in damages to residential, commercial, downtown businesses, historic properties, industrial properties, historic Route 66, the Burlington Northern & Santa Fe Railway and its primary east-west operations, public infrastructure (e.g., streets, bridges, water, and sewer facilities), and franchised utilities (e.g., natural gas, power and telecommunications). A significant portion of Northern Arizona University would incur catastrophic physical damages, disruptions, and closings. Transportation problems would make large areas of the City inaccessible for days. The Rio de Flag- Feasibility Report and Environmental Impact Statement, prepared by the U.S. Army Corps of Engineers, identified a federal interest in solving this long-standing flooding problem. The recommended plan in the Feasibility Report is a flood control project combined with environmental enhancement and mitigation, aesthetic treatments, and recreational components.





## STORMWATER AND WATERSHED MANAGEMENT GOALS AND POLICIES



### **Goal WR.5. Manage watersheds and stormwater to address flooding concerns, water quality, environmental protections, and rainwater harvesting.**

Policy WR.5.1. Preserve and restore natural watercourse corridors, including the 100-year floodplain, escarpments, wildlife corridors, natural vegetation, and other natural features using methods that result in a clear legal obligation to preserve corridors in perpetuity.

Policy WR.5.2. Incorporate pedestrian access, trails, and watchable wildlife opportunities into natural watercourses.

Policy WR.5.3. Identify downstream impacts as the result of development, and provide for mitigation measures to address impacts. When possible, mitigations should be non-structural in nature.

Policy WR.5.4. Develop any necessary stormwater infrastructure improvements consistent with City of Flagstaff stormwater master plans or studies as adopted by the City.

Policy WR.5.5. Give preference to regional detention facilities that are designed in conjunction with smaller low-impact development features, rather than numerous smaller dispersed basins. Require regional detention basins to incorporate natural watershed characteristics as well as offering recreational components.

Policy WR.5.6. Implement stormwater harvesting techniques to support water conservation strategies by collecting and using local precipitation in the vicinity where it falls to support both human and overall watershed health needs.

Policy WR.5.7. Support healthy watershed characteristics through implementation of practices, consistent with the City of Flagstaff Low Impact Design Manual, that improve flood control and flood attenuation, stormwater quality, and water sustainability; increase groundwater recharge; enhance open space quality; increase biodiversity; and reduce land disturbance and soil compaction.



PLACE MATTERS

September 10	<i>Ch. IV – Environment Planning and Conservation and Ch. V - Open Space</i>
September 17	<i>Ch. VII. - Energy</i>
September 24	<i>Ch. VI. – Water Resources</i>
October 1	<i>Ch. VIII. - Community Character</i>
October 8	<i>Ch. IX. - Land Use</i>
October 15	<i>Ch. X – Transportation and Ch. XI - Cost of Development</i>
October 22	<i>Ch. XII - Public Buildings, Services, Facilities &amp; Safety and Ch. XV - Recreation</i>
October 29	<i>Ch. XIII. - Neighborhood, Housing, and Urban Conservation</i>
November 5	<i>Ch. XIV. - Economic Development</i>
November 12	Ch. III – Implementation and Appendix D – Annual Report Template
November 18	Public Hearing #1 – Joint City/County meeting
December 3	Public Hearing #2 - City Council [6:00 p.m. 211 West Aspen Avenue]
December 3	Public Hearing #2 – County [3:00 p.m. in 219 E. Cherry];
December 17	Adoption & call for election
May 20, 2014	General Election – mail-in ballot for General Plan

***www.flagstaffmatters.com***



## Flagstaff Regional Plan 2030 Council Parking Lot

Item#	Page #	Source	Edit/Comment	No Change Needed	Change Impleme nted in Final Voter Draft
<b>September 3, 2013 Council Meeting - Introduction</b>					
1		Jeff Oravits	Purpose of the Regional Plan		
2		Jeff Oravits	Clearly define if this is a policy document (and what that means) or is this a guidebook (and what that means)		
3		Jeff Oravits	Vision - come back and revisit at end		
4		Jeff Oravits	Guiding Principles - come back and revisit at end		
5		Jeff Oravits	Sustainable Flagstaff - come back and revisit at end		
6		Coral Evans	Introduction, p. 11-12 "Where We've Been" last paragraph: statement of who makes up the community needs to more accurately reflect the diverse population who helped build this town.		
<b>September 10, 2013 Council Meeting - Chapter 4 &amp; 5</b>					
1	IV-13	Mayor Nabours	Dark Skies - 1) restricting economic "activity centers" in any area designated as Lighting Zone 1 enacted to protect astronomical institutions. Check to be sure language in this section is clear.		
2	Preface	Mayor Nabours	Need for a preface the the whole document similar to the note on Maps 7 & 8 for the whole document "that any word or phrase is not intended to become a rule"		
3	Throughout	Jeff Oravits	Removing definitive language throughout document. He referenced text as well as goals and policies. Guide with suggestions. Example is restricting activity centers in Zone 1.		
4	I-4	Mayor Nabours	Pyramid - definition of policy - definitive course of action		
5	I-4	Celia Barotz	Include definition of Ordinance - and what happens when policies conflict		
6		Celia Barotz	Land Use - example of two conflicting goals and policies - one will prevail over the other - how we use the language.		
7		Mark Woodson	Use of the word "all" -pretty mandatory -		
8	IV-13	Mark Woodson	Enforce dark sky ordinances -don't think this is the proper way to reinforce - redundant		
9	IV-9	Coral Evans	Reword box at bottom of page - "why do we choose... not why do developers"		
10	IV-15	Coral Evans	Do we really want to refer to 4FRI		
11		Kevin Burke	Definition of Conservation Land System - who would establish and manage		
12	Throughout	Jeff Oravits	Visions - need to add protection of private property rights		
13	IV-8 & 9	Jeff Oravits	Considerations for development would be best in an appendix		
14	IV-10	Jeff Oravits	Do not want to discourage the use of wood burning stoves		
15	IV-12	Jeff Oravits	Last paragraph before goals and policies - confirms that everyone wants to leave in a compact community		
16	IV-12	Jeff Oravits	Policy E&C.3.2 (climate change impacts) and Policy E&C.4.2 (climate change and water resources)		
17	IV-13	Jeff Oravits	text - addressing non-conforming lighting - is there a prop 207 issue		
18	IV-15	Jeff Oravits	Policy E&C.6.5 (preserving wetlands) property rights issues - what is inappropriate development		
19	IV-19	Jeff Oravits	Policy E&C.10.3 - language too definitive		
20	V-1	Jeff Oravits	Open Space Vision for the Future - review for property rights		
21	V-2	Jeff Oravits	2nd paragraph - cause conflicts with development because of watershed issues		
22	V-4	Jeff Oravits	Flag whole page - Applying an Open Space Plan, partners, members of CAC		
23	V-5	Jeff Oravits	All Goals and Policies		
24	V-6	Jeff Oravits	Should this be in an appendix		
25		Coral Evans	Instead of changing each section about property rights - do something on the first page - simple basic statement - take away/reduce/diminish personal or individual property rights -especially if we are trying to shorten the document		
<b>September 17, 2013 Council Meeting - Chapter 7 Energy</b>					
1	VII-5	Mark Woodson	Policy E.2.3 replace "develop City and County" with Promote		
2	VII-3	Mark Woodson	Policy E.1.7 end sentence at consumption		
3	VII-3	Mark Woodson	Policy E.1.6 end sentence at energy efficiency		
4	Throughout	Mark Woodson	Most policies could be broadened as the proposed edits above do		
5	VII-5	Mayor Nabours	Policy E.2.4 rewards and encourages accessory wind energy systems - but there is a potential for neighborhood issues. How can we say no we won't allow one with this type of policy.		
6	VII-3	Mayor Nabours	Policy E.1.6, E.1.8, E.1.9 the language is too definitive - says we will do these things- not maybe		
7	Throughout	Mayor Nabours	A preface could be developed that states that words like develop and promote are not directions to take a particular action.		
8	VII-3	Jeff Oravits	Policies E.1.6 - 1.9 change the language from develop/support/incorporate to encourage/consider		

## Kimberly Sharp

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**From:** art.sally@q.com  
**Sent:** Thursday, August 29, 2013 11:41 AM  
**To:** Regional Plan  
**Subject:** Submission from the Flagstaff Regional Plan website

**Categories:** Red Category

Name: Art Matthias  
Email: [art.sally@q.com](mailto:art.sally@q.com)

Comment: Some of the more visible landscape scars in the Region are from cinder minig (Sheep Hill, Wildcat Hill are examples) and gravel minig(lower NE slope of Peaks, Oleary). These areas were once National Forest that were converted to private use through the Mining Act (about 800 acres). Another mine that created a scar, the Pumice Mine, was operated as a mining claim and aroused considerable concern in the late 1990's. When Bruce Babbitt was Secretary of Interior the government bought the mining claim rights and Babbitt authorized a mineral withdrawal on the area roughly between H89N and Kachina Peaks Wilderness to protect this view. I believe the withdrawal is for 20 yrs, at which time the Forest service will have to justify renewal. This withdrawal is important. I believe discussing the importance of the withdrawal in this plan would be helpful to the forest service in justifying renewing the withdrawal in the future.



## Kimberly Sharp

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**From:** art.sally@q.com  
**Sent:** Thursday, August 29, 2013 11:49 AM  
**To:** Regional Plan  
**Subject:** Submission from the Flagstaff Regional Plan website

**Categories:** Red Category

Name: Art Matthias  
Email: [art.sally@q.com](mailto:art.sally@q.com)

Comment: Trails are mentioned under the Recreation chapter, but identifying the miles of FUTS Trails and miles of National forest trails in the recreation inventory would underscore the value of their contribution to the region. I would also like to see a statement indicating the value of having access to these systems directly from neighborhoods to the extent possible. Access should be protected/provided through Community Development processes.

## Kimberly Sharp

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**From:** Coral Evans  
**Sent:** Tuesday, September 03, 2013 7:49 PM  
**To:** Kimberly Sharp  
**Cc:** Roger Eastman; Kevin Burke  
**Subject:** Regional Plan - Parking Lot Item

**Categories:** Red Category

Hello Kim.

I wanted to add a Parking Lot Item for the Regional Plan discussion;

In the introduction section (page 11-2) in the section "Where We've Been", last paragraph;

It states "Historically, Flagstaff was a working community, made up of people who understand the land. Native Americans, ranchers, and railroad worker built this town. It is still a blue-collar community with white-collar jobs and jobs in the service sector."

I think that this paragraph is not reflective of all of the people who built this town. Native Americans are referenced and as well as ranchers and railroad workers and due to most of the books that have been written about Flagstaff it is assumed that those people were white. I think that this paragraph needs to include a more comprehensive list of who all was actually here and who built this city.

For example, "Historically, Flagstaff was a working community, made up of people who understand the land and worked to development this community. This included Native Americans (list the various tribes who were here), Spaniards, Hispanics, African-Americans and Caucasians who worked as ranchers, railroad workers (list other occupations). True to its historical roots Flagstaff is still a blue-collar community with white-collar jobs and jobs in the service sector."

Just a suggestion.

Thank you!

Coral

Sent from my iPad

## Kimberly Sharp

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**From:** Coral Evans  
**Sent:** Monday, September 09, 2013 6:12 PM  
**To:** Kimberly Sharp  
**Cc:** Kevin Burke; Jim Cronk  
**Subject:** Regional Plan Idea

Hello Kim.

I am sitting here thinking that if possible, when you get caught up with this process (LOL) we need to create a "cliff notes version" of the regional plan (something that truly is no more than 10 pages with pictures).

Can this idea please be put up on the November board parking lot.

Thank you!

Coral

Sent from my iPad

I have a number of comments on the Introduction to the Regional Plan:

On the first page following the title page under Introduction, under the heading Natural environment-- the document says: "Development sensitive to environmental planning and conservation promotes a healthy natural environment which is necessary for a prosperous human community and economy. Balancing growth with open space needs, water resources and energy consumption is paramount to supporting human life in this high desert environment."

My comment is that just because something is "natural" does not make it good or best. It is wrong to claim that a "natural environment" is "necessary for a prosperous human community and economy." Sometimes a totally natural environment is unsuitable for a prosperous community and economy. Sometimes I think too much emphasis is placed on "natural" in this document.

The discussion about "balancing growth with open space..." is important. The key word is balance.

The document refers to Flagstaff as a high desert environment. I consider it a Mountain environment.

Under the next section: Built Environment, the paragraph says "Regional policy makers are committed to careful decision making to manage the cost of development to support fair, predictable and cost effective growth.." What is considered "fair" and by whom? How can any of this be truly predictable? It can only be a best guess. And what is considered "cost effective"?

Under Human Environment the paragraph says "Providing quality housing. I would rather it say "safe" housing. Who defines quality? Quality as measured against what? It goes on to say "vibrant and walkable neighborhoods for people of all income levels is vital for a successful community..." In a mountain community with snow, walkability is not desirable to all people and is certainly not "vital" to a successful community. Vital means absolutely necessary and I disagree that walkability for people of all income levels is "vital for a successful community". How do the planners define "success"? I think some of the words used in this document are used too loosely.

On the page "This is our Plan" the top paragraph talks about providing for "acceptable" growth. Who decides what is acceptable?

On page 1-2, first paragraph, it talks about "self-renewing healthy environment". What is included in "self-renewing"? If that prevents fossil fuels I am against it.

On page 1-2, third paragraph, it talks about "high performing businesses..." What is the standard for defining "high performing"?

At the end of the third paragraph on page 1-2 I would like to see the addition of the following language (or something like it): "A thriving community is also one where individual freedom and property rights are respected and entrepreneurship is valued. A community thrives best with the least amount of government interference necessary to accomplish the goals of the safety of its citizens and to provide infrastructure.

Page 1-3 under “Sustainability Matters” it mentions “social sustainability”. What is “social sustainability”? Also on that page under “Trust and Transparency Matter” it says “Regional community leaders, commerce, and residents expect transparency, accountability etc. It should say “expect and should receive transparency and accountability”...

Page II-6 under “where we’re going” it implies that the majority of new residents would settle in the City. How do they know that? People might prefer to settle in the surrounding areas. Also, that section says the population increase expected to grow is based on trends, but the trends are way down for growth. This is mostly an observation.

Page II-7 says “The community’s densities will slowly increase...” but many of us do not want densities to increase. We moved here to have more space than in the big cities. In terms of quality of life, more space is better. Earlier in the document the word balance was used. Balance is important. It would be unwise to crowd people into the city. Crowding presents problems of its own.

The document goes on to say “The future workforce will desire to be connected to work and friends in a very efficient manner, by walking, biking, using transit, or virtually...” I’m not sure where the Planners got this idea, but many of us will continue to use our personal vehicles! The older population, those who are less fit, and snowy days accommodate cars more than walking. The Planners are making a large assumption with their statement. We do not want to be more compact. We want a balance. If people wanted to be more compact then everyone would live in apartments.

The end of this section provides various options. It seems to me that Scenario B: Growing in and out is best because it provides for personal choice. Free people do not want to be forced into increased density.

Page III-6 under Future Interpretations talks about who makes determinations when Plan language is unclear. I believe that where anything is unclear preference and priority should be given to the interpretation of the land owner. Government officials have a tendency of interpreting language to the detriment of the property owner.

On Page III-9 under Open space in the chart, it says any change or expansion of an urban, suburban or rural area type to open space would be considered a minor amendment. I think it should be considered a major amendment because it would take away developable land.

This concludes my comments on the Introduction Section of the Regional Plan.

Thank you for your consideration.

Joy Staveley  
Flagstaff, AZ



September 6, 2013

Dear Councilman Oravits,

Thank you for the opportunity to present my comments on the Environmental Planning and Conservation portion of the proposed Regional Plan.

I continue to be very concerned at the overall direction this plan is taking. It continues to refuse to recognize the importance of private property rights and the citizens' freedom of choice.

There are numerous problems I see with the Environmental section. I will try and address a number of them in my comments below and request that you review my comments with other City Council members.

This Plan is way too broad and covers quite a bit more than is required by State law. I fear many things in the plan claiming to be suggestions, will end up being enforced as though they were law.

Page IV-8 talks about design concepts taking "full advantage of the land's natural and cultural resources". Each property owner will have a different idea of what his/her project should take advantage of. I don't think government should be dictating this design. That takes away the property owners right to choose what is best for him/her so long as it does not harm his neighbors.

The Plan then says to "identify features that enhance property value when incorporated into project design". What enhances a properties value may differ from person to person and should not be dictated by government.

The next phrase does say that costs should be kept to a minimum when protecting natural and cultural features, but many things I have read in this Plan will increase costs of development considerably.

Page IV-8 talks about the importance of watersheds and suggests providing a buffer of vegetation for 100 feet or more around the riparian area. A 100 foot circumference is way too much and reduces the use of an individual's private property.

A property owner should be able to decide whether to modify the terrain of his property or not. Let's remember that mother-nature makes modifications to the land all the time with rain, flash floods, snowmelt, winds and sun. Anyone who has seen the changes at Havasupai Canyon over the years understands what I am saying! Whether over time or all at once as with a flash flood, change is part of nature. The suggestion is to "conserve natural topography by building to graded rather than grading to build". I say, let the property owner decide. This great Nation of ours was founded on private property rights. Without those property rights, we lose our freedoms. This Plan fails to value the

significance of private property rights and attempts to micro-manage too many aspects of development.

Page IV-9 presents a guideline that says: “Consider consulting with Coconino National Forest or the Flagstaff Chapter of the Arizona Native Plant Society to identify and conserve plant species of concern on your property.” Language like this has no place in a Regional Plan. This supposed guideline too often becomes interpreted as something the property owner must do.

Under the Wildlife section the document on page IV-9 talks about “natural movement wildlife corridors”. It goes on to say that disruption of linkages can result in damage as wildlife attempt to follow ancient routes through neighborhoods and across roads”. I can tell you from my observations that the wildlife find their way around fences when they are built. When new subdivisions are developed in areas frequented by wildlife, the wildlife finds ways around the subdivision to get from point A to point B. A property owner should not be prevented from building where he wants on his property because of a wildlife corridor.

I found the section on prairie dogs of interest. It mentions that they provide food and shelter for other animals and insects of the prairie ecosystem. It never mentions that they also can carry the plague! Once again, I do not feel that a property owner should be prevented from building on his property because of the presence of prairie dogs.

When talking about archaeological values the Plan recommends that we “identify sites so that plans can provide for their avoidance or mitigation...”. As far as I’m concerned, when translated into English, this means “no development”. That’s how it always turns out. I don’t think this type of recommendation should be in this Plan.

At the bottom of page IV-9 it asks “Why do clients buy, build and choose to live and work in the Flagstaff area?” I know that one reason I moved here was because I did not want to be clustered together like people are in big cities. I wanted land. I did not want to be sitting on top of my neighbor. When you read through this plan, much of it calls for clustering people tightly so they don’t impact the surroundings. We don’t want to be clustered.

Page IV-10 talks about air quality. When talking about pollution it mentions wood burning stoves. This tells me the Planner would like to do away with wood burning stoves. This would be the wrong thing to do. Wood burning stoves are a way for people to cook and keep warm when the power goes out, or if they are merely trying to save money due to rising utility costs. If a person wants to use a wood burning stove, that should be their right. It’s also a great emergency preparedness tool.

The Plan goes on to talk about pollution from “upwind stationary sources such as electrical power plants...etc”. This brings to mind the Navajo generating station controversy. I recently testified at Congressman Gosar’s Field Hearing in Mesa on the Navajo Generating Station. The EPA claims it is polluting and that is totally false. As a

matter of fact, based on the wind patterns, any pollution over the Grand Canyon is coming from Los Angeles, and not from the Navajo Generating Station. The EPA knows it is making false claims and so does the administration, but they and the large environmental groups continue the farce. This is one reason why my eye brows turn up when I see language like the second paragraph under Air Quality in this Plan. There are lots of insinuations with no proof of harm. The Plan says that there are some days in Flagstaff where “perceptible reductions in visibility occurs”. I would imagine those are days when we are doing controlled burns. I would suggest that the controlled burns are better than seeing our homes and community burning down! If we don’t want controlled burns, then let’s bring back our forest industry that can cut and haul timber away and make a profit while doing so. Let’s also remember that blowing dust will affect visibility too. Now I see that the Plan suggests strategies for “mitigating dust” too! Once again this Plan micro manages, and it seems to touch on areas that have not been shown to be a problem!

We do not have an air pollution problem in Flagstaff and the surrounding Region, so why are we considering stricter regulations when a problem does not exist?

The Plan talks about climate change and global warming. There are many people who believe that the climate changes back and forth over time. This is a natural phenomenon, not man caused. To think man can alter the course of climate is an idea I do not feel belongs in our Regional Plan. It is just one more suggestion to further manipulate citizens into someone else’s desired behavior. I would be interested to know what percentage difference the Planners think the climate adaptation and mitigation schemes they propose would actually realize. Would it be 1/10<sup>th</sup> of 1%? And what difference would that make?

Page IV-12 talks about “efficient use of energy...other than fossil fuels”. This Plan needs to call for use of efficient energy INCLUDING fossil fuels. Fossil fuels provide a reliable and cost effective source of energy which enhances our quality of life!

The Plan goes on to say: “For the purposes of the Flagstaff Regional Plan, how we develop land and transition to compact development and walkable communities will have the biggest impact on our reduction of greenhouse gas emission and mitigate climate change through local action”. This presumes that we have a greenhouse gas emissions problem, and we do not. This presumes we can truly affect climate, and we cannot. Is a 1/10<sup>th</sup> of 1% difference worth negatively impacting our quality of life? Is it better for the elderly, the very young, and the infirm to walk in snow and slush or in the pouring rain, or is it better for them to drive? If I wanted to be bunched together like a sardine I would move to Japan or China and live in their high density housing and go to work on their butt to butt touching trains! That is not why I live in the Western United States. Cars need to be retained in our Regional Plan. We are freedom loving individuals in the country and our freedom of movement is valuable to us. It’s fine to have public transportation for those people who need or prefer it, but do not allow government to dictate that we must use that form of transportation.

This section of the Plan sets a goal of promoting investments that strengthen climate resilience (whatever that means) and discourages those that heighten climate vulnerability (whatever that means). Can we all remember how well the Federal Government subsidized Solyndra worked out?! It is not the job of government to pick winners and losers. That should be left up to the free enterprise system.

Another goal is to “Review and revise existing regulations standards, and plans (codes and ordinances) to reduce the community’s vulnerability to climate change impacts. I think we already have sufficient rules and regulations to maintain a proper balance between efficiency, safety and personal freedoms. In fact, we are being regulated to death. This Plan is not considering freedom of choice or cost effectiveness.

The Plan calls for investing in Forest Health. As I suggested above, why not bring the forest industry back to life in Flagstaff! Cutting and hauling would be much better for air quality than are the controlled burns.

The Plan has a goal of “increasing the region’s preparedness for extreme climate events”. Be specific. What are the Planners talking about? Is it forest thinning to prevent bad wild-fires. Then I would agree. Is it being sure we have reliable back up water sources? Then I would agree. If it’s eliminating cars, fossil fuels and wood burning stoves, then I say you are infringing on our freedoms of choice without just cause, and I am not in favor of that.

The Plan goes on to call for even more regulations for dark skies. I would like to ask when we will have enough regulations? Would the answer be NEVER! Regulations are things government does to citizens through force. Many of us moved here to have less government regulation and more freedom of choice. We are ranchers, cowboys, small business owners, farmers. We do not want to be micro-managed by government in everything we do.

I am in favor of our observatory, but I’m also concerned with safety when driving or walking at night. Light is a good thing for safety purposes. Why not retain the lighting regulations we already have. Why would we need to make ever more regulations. Why do the planners think more is better?

Page IV-15 under goals and policies says: “Promote protection, conservation, and ecological restoration of the region’s diverse ecosystem types and associated animals....etc on both public and private lands in a landscape concept. I suggest removing the phrase “on private lands” and just limiting this section to public lands.

Policy E&C.6.5 talks about preserving wetlands. The wetlands protection gets widely abused. I recall two incredible cases, one in Montana and one in Wyoming where ranchers were prevented from building a home on their own private property due to a wetlands on it that had not been wet for the past 100 years! Both of those cases are currently in litigation against the Federal Government. This is what happens when government control is in fashion and reason and common sense goes out the door. These

are simply attempts to stop people from building on their own land because certain interest groups want more and more open space, even if it infringes on private land.

During the earlier public scoping sessions for this Plan, many of us asked that the task force please be considerate of private property rights. When reading this Plan and how many of us believe it will be interpreted, I do not feel the Plan as currently written strikes a necessary balance. Hopefully, amendments to the Plan can be made to help resolve some of these issues.

Let's educate about "best practices". Let's not regulate and dictate.

Sincerely,

Joy Iris Staveley  
1117 Marina Lane  
Flagstaff, AZ 86004



**84,000**

people currently live  
in the planning area

**20,000(+/-)**

more people are  
expected in the next  
20 years

**7,000**

of  
those anticipated  
additional people  
are university  
students

# INTRODUCTION





The ~~Flagstaff Regional~~ <sup>General</sup> Plan is a ~~policy~~ guide based on our community's vision of what we want to be. The Flagstaff community presents here ~~specific~~ goals in support of that vision. These have been developed through a coordinated planning effort and robust public process. The goals specific to each topic share ~~three~~ <sup>Several</sup> common themes, ~~encouraging actions that foster a sustainable and resilient community:~~ <sup>Such as</sup>

- ~~Promote growth that protects our scenic beauty and unique ecosystem~~ <sup>Promoting Economic growth, job opportunities, tourism and other economic opportunities.</sup>
- ~~Encourage efficient transportation modes and better connectivity, with housing and job opportunities~~ <sup>Systems, and tourism.</sup>
- ~~Grow our businesses by making the most of our educated, entrepreneurial, and creative citizens~~ <sup>Expand, retain and attract Through sensible policies and</sup>

This plan is organized as follows:

**Introduction**—The ~~Flagstaff Regional~~ <sup>General</sup> Plan presents the historical context, current conditions, and future trends for the ~~Flagstaff region~~ <sup>Our city</sup> and explains how this plan ~~is used by decision makers to guide physical and economic development within the Flagstaff region.~~ <sup>May be</sup> ~~Flagstaff into the future~~

**Natural Environment**—The natural environment is a critical foundation on which the region's economy, character, and quality of life rely. Development sensitive to **environmental planning** and **conservation** while balancing water, open space, transportation, **energy** consumption is paramount to supporting human life in this high desert environment.

**Built Environment**—Flagstaff thrives when development invests in **housing** and vibrant **neighborhoods** for people of all income levels is vital for a successful community. This plan promotes a healthy **economic climate** by encouraging existing employment center growth and reusing underutilized, vacant, or obsolete commercial and industrial spaces for future use. Mixed land uses increase property values and revenues by **creating** attractive activity centers. **Regional recreational** opportunities are highly valued resources and will be accessible to our residents and visitors.

**Human Environment**—Providing quality **housing** and vibrant **neighborhoods** for people of all income levels is vital for a successful community. This plan promotes a healthy **economic climate** by encouraging existing employment center growth and reusing underutilized, vacant, or obsolete commercial and industrial spaces for future use. Mixed land uses increase property values and revenues by **creating** attractive activity centers. **Regional recreational** opportunities are highly valued resources and will be accessible to our residents and visitors.

Photo at left by: Jake Bacon

Photo by: Ed Dunn

## This Is Our Plan

I-1

The ~~Flagstaff Regional~~ <sup>General</sup> Plan matters to our community because we recognize that how we use our land and manage growth will have a direct impact on our future. Our citizens have worked collaboratively to articulate a **vision** for the region and develop this plan through a coordinated planning effort. Specific **goals and policies** are outlined here in support of this vision, and the plan adopts ~~eight~~ <sup>Various</sup> **guiding principles** to achieve these goals, all in an effort to strengthen this dynamic community.

## This Is Flagstaff

II-1

Flagstaff matters to us because it is where we live, work, and play. Our **history** and **heritage** continue to define us as a community with **small-town traditions**. We strive for overall community **prosperity** by accommodating growth with a **balanced land use pattern** realized within context of the challenges posed by land and water constraints.

Vision that finds solutions to our water and land challenges

## How This Plan Works

III-1

The ~~Flagstaff Regional~~ <sup>General</sup> Plan is an important **planning tool** for both the City of Flagstaff and Coconino County, developed through a **coordinated planning effort** giving consideration to local area plans, as well as state and federal agency plans. This plan is used as a **guide**, or **roadmap**, to navigate the future of the city and region. Implementation tools such as zoning and building codes are designed with an eye towards the vision outlined here.

And will serve as a guide that present and future planners will use as part of their decision making process with regard to future policy.



# THIS IS OUR PLAN

Each generation makes its own contribution to the legacy of a region. The *Flagstaff Regional Plan* embodies the community's <sup>Vision</sup> ~~dream~~ of what the region could ~~and should~~ be for future generations. It presents a ~~regional~~ context for the preservation and enhancement of the community's character and natural environment, while providing for <sup>Economic</sup> ~~appropriate~~ growth and development. It is a statement of optimism and belief in the future, a statement that the region can become a better place through the concerted efforts of both the public and private sectors. This is our plan.

"Flagstaff is a place where people move and remain by choice, not necessity, and there's always a good story in that."

- Peter Friederici, "The View From Here: Contemporary Essays by Flagstaff Authors"

## A Vision for Our Region

**The Greater Flagstaff community embraces the region's extraordinary cultural and ecological setting on the Colorado Plateau through active stewardship of the natural and built environments. Residents and visitors encourage and advance intellectual, environmental, social, and economic vitality for today's citizens and future generations.**



Photo by: Tom Bean



Photo by: Tom Bean



Balanced

come back

## What Is a Sustainable Flagstaff?

A balanced

A sustainable community does not borrow from the future or exhaust the legacy of the past. A commitment to the future is reflected in this plan's vision, where the social well-being of current and future citizens is supported by a vibrant economy and a self-renewing, healthy environment. Recognizing the interconnectivity between human and natural systems is imperative for a community to thrive.

A healthy natural environment corresponds to a healthy human environment. For example, regional "ecosystem services" provided by forests, wetlands, and soils include flood protection and groundwater purification to production of food, lumber, medicines, and other products vital to the economy and to public health. People and communities are interdependent with natural systems and will benefit by collaboration.

A thriving community also requires civic engagement, civil discourse, effective leadership, and high-performing businesses and public institutions. Respect and inclusion of our many diverse cultures is imperative for a healthy community.

Economic growth, education, taxes, traffic, the environment, community health, and opportunity are all affected by development decisions. The length of our daily commute, the price of a new home, access to open space, and the safety of our neighborhoods are all impacted by how we build as a community.

Communities around the country are looking for ways to maximize their public and private investments. Growth is successful when it gives us great communities with more choices and personal freedom, greater opportunities for jobs, education, and housing, and a thriving natural environment. This is the legacy we want to leave our children and grandchildren. This is why we plan for our future.



Photo Credit: NAU



Photo by: Tom Bean

## Guiding Principles

To attain the vision of the *Flagstaff Regional Plan*, the plan adopts eight guiding principles to promote future development. These eight guiding principles represent our collective community values, and their achievement over time depends on putting into effect specific, carefully framed policies.



Underlying these principles is the premise that future growth and development should be approached knowing that our present actions have a direct impact on the future of our community. In establishing and articulating our vision through the eight guiding principles, the *Flagstaff Regional Plan* provides a framework for governments, businesses, non-profits, and community members at all levels to respond to the diverse needs of those who live, work, and play in the Flagstaff region.



## What is the Regional Plan?

The ~~Flagstaff Regional Plan~~ is a ~~policy~~ guide, serving as the general plan for the City of Flagstaff and an amendment to the Coconino County Comprehensive Plan. As mandated by state law, the plan covers a range of containing information on current conditions and our vision for the future as it relates to the topic at hand. In addition, the plan outlines carefully developed goals and policies to realize the future vision. Strategies to accomplish these goals and policies are located in Appendix B and are considered dynamic, as they can be updated with City Council and public direction during the annual review process (Annual Review – see Appendix D). How do goals, policies, and strategies work together?

COME back.

A **GOAL** is a desired result a community envisions and commits to achieve.

A **POLICY** is a deliberate course of action, mostly direct at decision makers in government, but also may be for institutional and business leaders – to guide decisions and achieve stated goals.

**STRATEGIES** are suggested ideas of how to specifically implement policies (refer to Appendix B for a list of strategies grouped by topic).



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Photo by: A. Leggett

While the plan serves many purposes, it is important to distinguish what the plan is, and what it is not. Specifically, the Flagstaff Regional Plan is:

- a collaborative community **vision**
- a collection of **goals and policies** to achieve that vision
- a **tool** for decision makers, developers, businesses, and citizens
- a **framework** for more specific planning

The Flagstaff Regional Plan is not:

- a mandate for development
- a zoning ordinance
- a Capital Improvement Plan
- a City budget
- an unchangeable plan, or a law



# THIS IS FLAGSTAFF

## About Our Region

Flagstaff, the largest city in northern Arizona (Map 1), is the regional center and county seat for Coconino County. The city of Flagstaff is nestled at the base of the San Francisco Peaks, which rise to 12,633 feet, and is surrounded by the largest ponderosa pine forest in the country. At nearly 7,000 feet, Flagstaff is one of the highest elevation cities in the United States, with an annual snowfall that rivals upstate New York cities. The area is rich with cultural diversity, beauty, and history. Outstanding educational, recreational, and scientific opportunities abound.

Flagstaff enjoys a four-season climate with cold winters and mild summers, low humidity, and considerable temperature changes. Summer temperatures are cool, with a short growing season. Summer culminates with the annual monsoon season, with rain and thunderstorms daily during July and August. Winter averages 45 degrees with 94 inches of snowfall per year. Adequate snowfall plays a key role in providing the economic benefits that arise from Flagstaff's abundant winter recreational opportunities unique in the State of Arizona. While snow may fall in any season and extreme winter snowstorms do occur, Flagstaff is one of the ten sunniest locations in the United States. Local variations in climate play a major role in shaping the range of vegetation communities, ecosystems, and associated wildlife found in the region.

The *Flagstaff Regional Plan* area (shown on Map 2) includes the city of Flagstaff as well as the unincorporated Coconino County communities of Kachina Village, Mountainaire, Doney Park, Winona, Fort Valley, and Bellemont. The city of Flagstaff encompasses just over 64 square miles of the planning area, and is the regional commercial and institutional hub of northern Arizona where rural residents including thousands of Navajo Nation and Hopi residents come to shop, seek medical care, and conduct business. Historic settlement patterns created population centers along the railroad, Route 66, and then later along routes to and from the Grand Canyon.

### Inside this Chapter:

About Our Region	1
Where We've Been	2
Where We Are	3
Where We're Going	6
Growth Constraints	8



MAP 1 - The Flagstaff Region in the State of Arizona



MAP 2 - FMPO Boundaries - The Regional Planning Area

## Where We've Been



Photos credit: Northern Arizona University  
Cline Library collection

People began living in the Flagstaff area thousands of years ago, with Native American hunters and gatherers such as Sinagua, Pai, Hopi, Navajo, and Apache ancestors eventually forming agricultural communities. Flagstaff was incorporated as a town in 1894, established because of the construction of the transcontinental railroad in 1882. Because of its fresh water supply and abundant natural resources, the town grew as a railroad hub with the strong economic industries of cattle ranching, sheep herding, and lumber exporting products out of the community. Ranching and the railroad remain vital industries in Flagstaff today. In 1894, Flagstaff was chosen as the location for the Lowell Observatory, where in 1930 Pluto was discovered using one of the observatory's telescopes. The U.S. Naval Observatory Flagstaff Station was established in 1955, solidifying the area as a premier location for astronomical research. In addition, the teacher's college (or Normal School) that developed into Northern Arizona University was built in 1899, providing higher education opportunities in Flagstaff that are ever-expanding today. The interstate highway system in the mid-twentieth century transformed the landscape, as Flagstaff was situated along historic Route 66, bringing even more visitors and facilitating a growing tourism industry.

Historically, Flagstaff was a working community, made up of people who understand the land. Native Americans, ranchers, and railroad workers built this town. It is still a blue-collar community with white-collar jobs and jobs in the service sector.



Photo by: Tom Bean - Walnut Canyon Cliff Dwellings - Sinagua Tribe

**1855** – Lt. Edward Fitzgerald Beale surveys a road from the Rio Grande in New Mexico to Fort Tejon in California, flying the United States flag from a straight Ponderosa Pine tree at his camp near the current location of Flagstaff

**1876** – Thomas F. McMillan builds the first permanent settlement at the base of Mars Hill on the west side of town

**1880s** – Flagstaff opens its first post office and attracts the railroad, timber, sheep, and cattle industries

**1886** – Flagstaff is the largest city on the railroad line between Albuquerque and the west coast

**1894** – Massachusetts astronomer Percival Lowell hires A.E. Douglass to scout an ideal site for a new observatory, which later becomes the Lowell Observatory in Flagstaff, chosen for its ideal elevation

**1890s** – Flagstaff is located along one of the busiest railroad corridors in the country, with 80 to 100 trains traveling through the city each day



## Where We Are

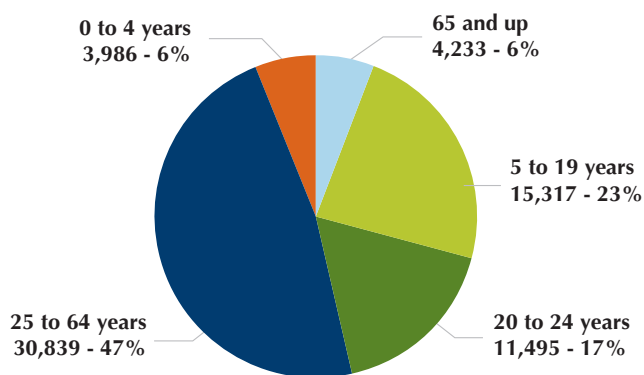
Today, the planning area is home to about 84,000 year-round residents, with roughly 66,000, or 79 percent, within the Flagstaff city limits. This number includes more than 17,000 NAU students, many of whom live year-round in the community.<sup>1</sup>

**46%** of Flagstaff's population is under the age of 25

This is a young and vibrant city where we continue to maintain a small-town identity. Flagstaff's median age is lower than the state of Arizona as a whole, due in part to the high student population, and also since the area does not attract as many retirees as the rest of the state due to weather and altitude. As such, our young population creates unique demands and services.

<sup>1</sup><http://www.azstats.gov/census-data.aspx>

### Population Age City of Flagstaff, 2010



SOURCE: 2010 U.S. Census Bureau, decennial census



Photo by: Jake Bacon

"These days, as in ancient times, the Flagstaff area continues to attract stalwart, self-reliant individuals who depend not on social graces, but rather on a restricted, sober mentality grounded in a rugged, frontier disposition to forge their daily lives."

- Marie D. Jackson, "The View From Here: Contemporary Essays by Flagstaff Authors"

**1899** – Northern Arizona normal School established, renamed Northern Arizona University in 1966

**1899** – Flagstaff Symphony makes its concert debut at Babbitt's Opera House

**1924** – President Calvin Coolidge signs into law the Indian Citizenship Act, granting full U.S. citizenship to America's indigenous peoples, partially in recognition of the thousands of Native Americans who served in World War I

**1926** – Route 66, running through Flagstaff, is completed

**1928** – Flagstaff is incorporated as a city

**1928** – The Merriam Report, commissioned by the U.S. government, reveals a Native American existence of poverty, suffering, and discontent.

**1934** – The Indian Reorganization Act allows Native Americans to return to local self-government on a tribal basis. The Act also restores to Indians the management of their assets (being mainly land) and includes provisions intended to create a sound economic foundation for the inhabitants of Indian reservations.

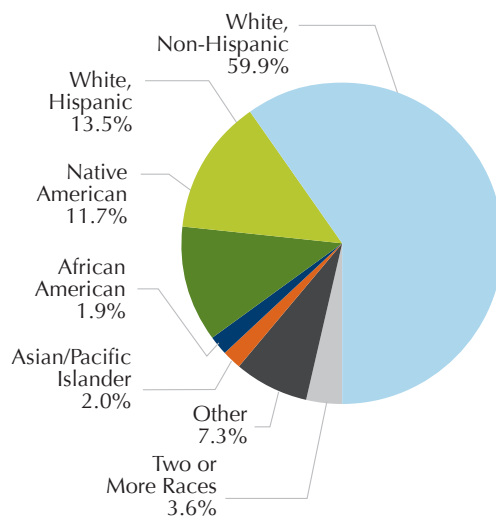


Photo by: Jake Bacon

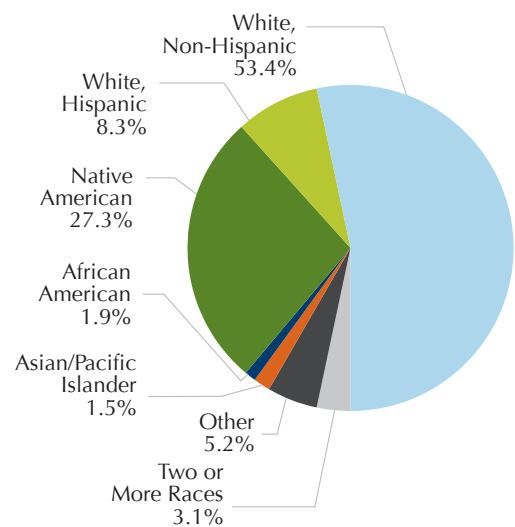
Our community is ethnically diverse, with substantial Hispanic (13.5 percent) and Native American (12 percent) populations. Smaller numbers of African-Americans, Asians, and other ethnicities make up our community. There are six indigenous Native American tribes in Coconino County, accounting for more than a quarter of our population county-wide.

While demographics may change over time, Flagstaff continues its small-town traditions, with a diverse community of people who truly love the land. We are known in many ways—as a college town, a ski town, a mountain town, and an outdoor town—all of which attract an interesting mix of people, in both our workforce and our visitors.

**Ethnicity  
City of Flagstaff, 2010**



**Ethnicity  
Coconino County, 2010**

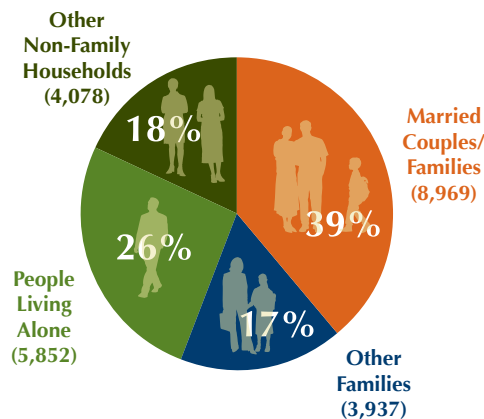


SOURCE: 2010 U.S. Census Bureau

The first native residents of this area were the Sinagua and Ancestral Puebloans, who were predecessors to today's area tribes, including the **Navajo, Hopi, Hualapai, Havasupai, Kaibab Band of Paiutes, and San Juan Southern Paiutes**. This heritage is reflected in many local place names, such as Navajo Road, Sinagua Middle School, and Coconino High School, to name a few. Therefore, the lands in and around Flagstaff are still of significant cultural importance to indigenous tribes, and their descendants still inhabit and continue to contribute to and build the Flagstaff community.

Flagstaff is a community of families, as well as a large number of individuals living alone and other mixed households, again due to our large student population.

**Household Types  
City of Flagstaff, 2010**



SOURCE: <http://www.azstats.gov/census-data.aspx>



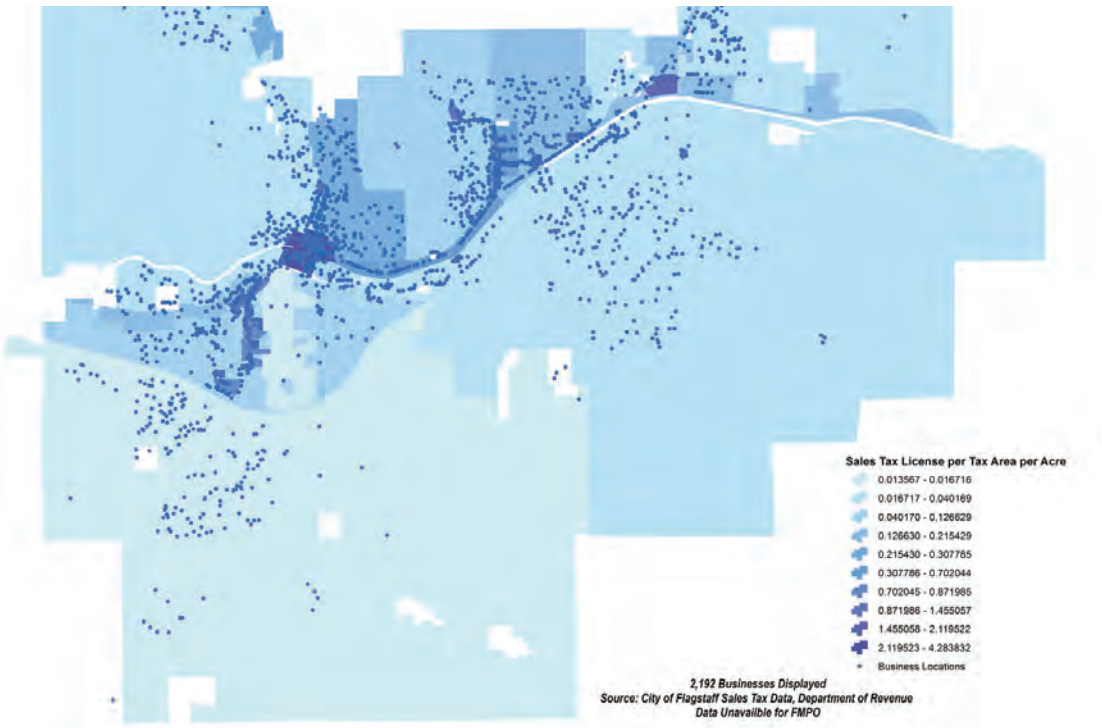
Flagstaff also has a substantial seasonal population, with Census data indicating that second homes make up approximately 10 percent of the total housing stock in the city; however, other analysis suggests a higher percentage (15 to 18 percent). In addition, there are over 6 million visitors to the area annually. People from all over the world come to visit the Grand Canyon National Park, Coconino County national monuments, and cultural and educational attractions such as the Museum of Northern Arizona and Lowell Observatory and the surrounding public and Indian lands such as the Navajo, Hopi, and Havasupai reservations. The region has become a destination of choice for people seeking an active, outdoor lifestyle.

Population per acre within the planning area is shown on Map 3.



MAP 3 - Population/  
Housing Density

According to City of Flagstaff tax data, there are 2,192 businesses licensed to collect sales tax within the City of Flagstaff, generally located as shown on Map 4.



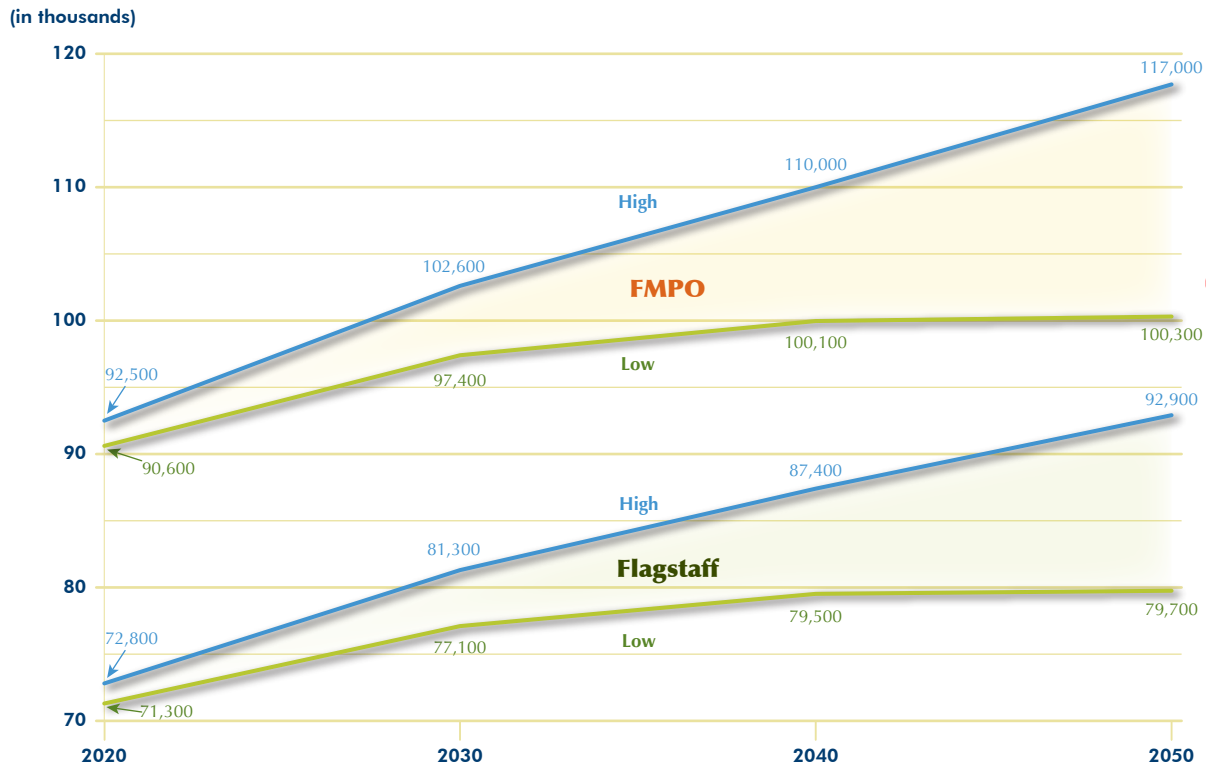
MAP 4 - Business Density

## Where We're Going

The annual growth rate for the Flagstaff region has fluctuated between 2.2 percent in the 1990s and early 2000s, to about 1.1 percent in the late 2000s. Based on these trends, the area's population is expected to grow to 92,500 by 2020 and to nearly 103,000 by 2030. This would mean over 19,000 additional residents in the planning area, the majority of whom would settle in the city of Flagstaff.

### Future Population Projections

City  
vs  
City



SOURCE: Arizona Department of Administration, Office of Employment and Population Statistics  
Flagstaff and FMPO projected populations based on slowly increasing percent of County population and include NAU students.

Visitation to the region is expected to grow, with nearly 8 million visitors expected annually by the year 2030.

Visitor Population	City of Flagstaff	Northern Arizona Region
2000	2,421,331	6,106,328
2010	2,593,100	6,539,509
2020	2,777,053	7,193,460
2030	2,974,057	7,912,806
2050	3,410,981	9,574,496

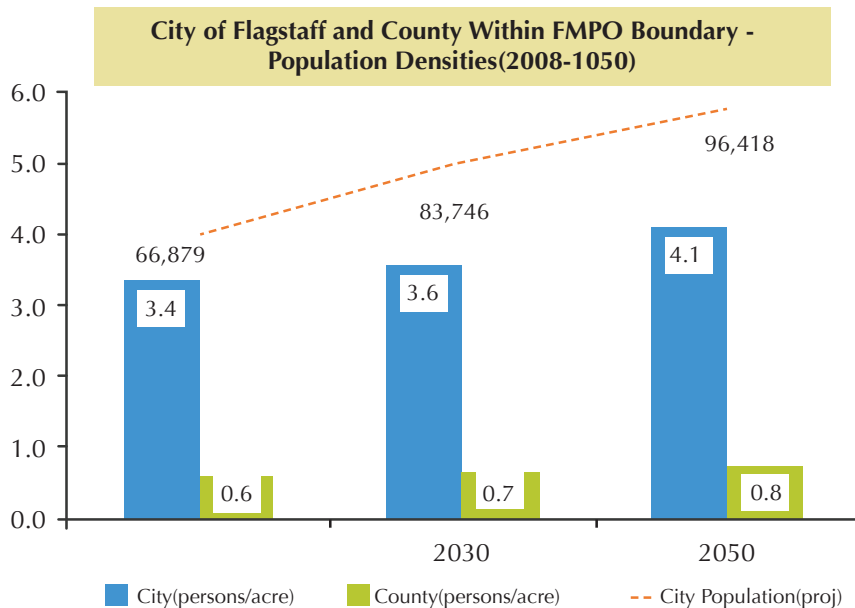
SOURCE: Arizona Hospitality Research and Resource Center Survey, 2008.

value

The community's densities will slowly increase over the next 40 years, which will provide opportunities for more efficient services and a more walkable community. For example, higher densities are easier to serve with transit and use less water. A focus on growing "in" versus growing "out," in turn, will protect the surrounding open spaces and the ecological, economic, and recreational opportunities that entails, as well as ensuring that rural living will continue to be an option.



Photo by: Brittany Smolinski



SOURCE: <http://www.azstats.gov/census-data.aspx>

Population is the driver for many aspects of a community. With more people comes more needs—more jobs, housing, and public places, to name a few. This is why it is important that we proactively plan for future needs now so that we can sustain the quality of life for our residents—both existing and future. How we build in the future will greatly affect land consumption and our overall community character. How the community develops can also influence the type of people who are attracted to live, work, and play here.

The future workforce will desire to be connected to work and friends in a very efficient manner, by walking, biking, using transit, or virtually. High-speed data will be imperative to tomorrow's community, along with transportation choices. The types of employment—occupation and industry mix—will influence salary and wages, affecting the quantity and quality of goods and services consumed in and delivered to the area. The location decision of major employers needs to address transportation options, tax policies, workforce, and land availability, to name a few.

Flagstaff wants to be a more compact city with housing, employment, and transportation options. The region wants to be prosperous, authentic, and a great place to be. As a fair and well-managed city, the future community will reward strong and smart leadership with better jobs, a greater tax-base, beautiful and sensitive development.

Debut

## Growth Constraints



Photo by: Tom Bean

People who live and work in the area see the cumulative effects of the region's growth. For many, growth is seen as positive for the expansion of economic, educational, cultural, and medical opportunities, while for others growth is increasingly being associated with negative impacts such as traffic congestion, air and water pollution, loss of open space and traditional agricultural uses, limited housing choices for the work force, and loss of the "small town feel." While it is true that there are different community perceptions toward growth, this plan realizes that growth is probable and good for our economy and overall community prosperity; therefore, we must acknowledge the following challenges we must face in accommodating this growth.

### Land Constraints

Although the area covered by this plan is quite large, less than 14 percent of the land is privately owned. Approximately 8 percent, or 42 square miles (26,880 acres), is controlled by the Arizona State Land Department. Within the city limits, there are over 7,000 acres of State Land, 40 percent of which has been identified as suitable for development, and approximately 60 percent has been identified for conservation and open space. Most of the remainder of undeveloped land is managed by the U.S. Forest Service. Land ownership in the planning area is shown on Map 5. Of the large vacant parcels located within the city limits, a majority are at the periphery and can be considered potential "greenfield development." There also are a fairly large number of smaller parcels scattered throughout the city that are suitable for infill development. In the unincorporated county areas, there are a few large vacant parcels remaining.

master planned development

In the 1990s and early 2000s, the population in the region increased by about 1,200 people per year. Accommodating this growth required the addition of almost 500 new housing units each year.

### ~~What is Greenfield Development?~~

~~When previously undeveloped land is developed, this is known as a "greenfield development," and it can often be the best examples of sustainability principles in action. Greenfield developments incorporate sustainable programs and technologies such as lifecycle housing, complete streets, parks and open spaces, integrated retail and office, energy-efficient buildings, innovative rainwater and stormwater facilities, and sidewalks and trails.~~

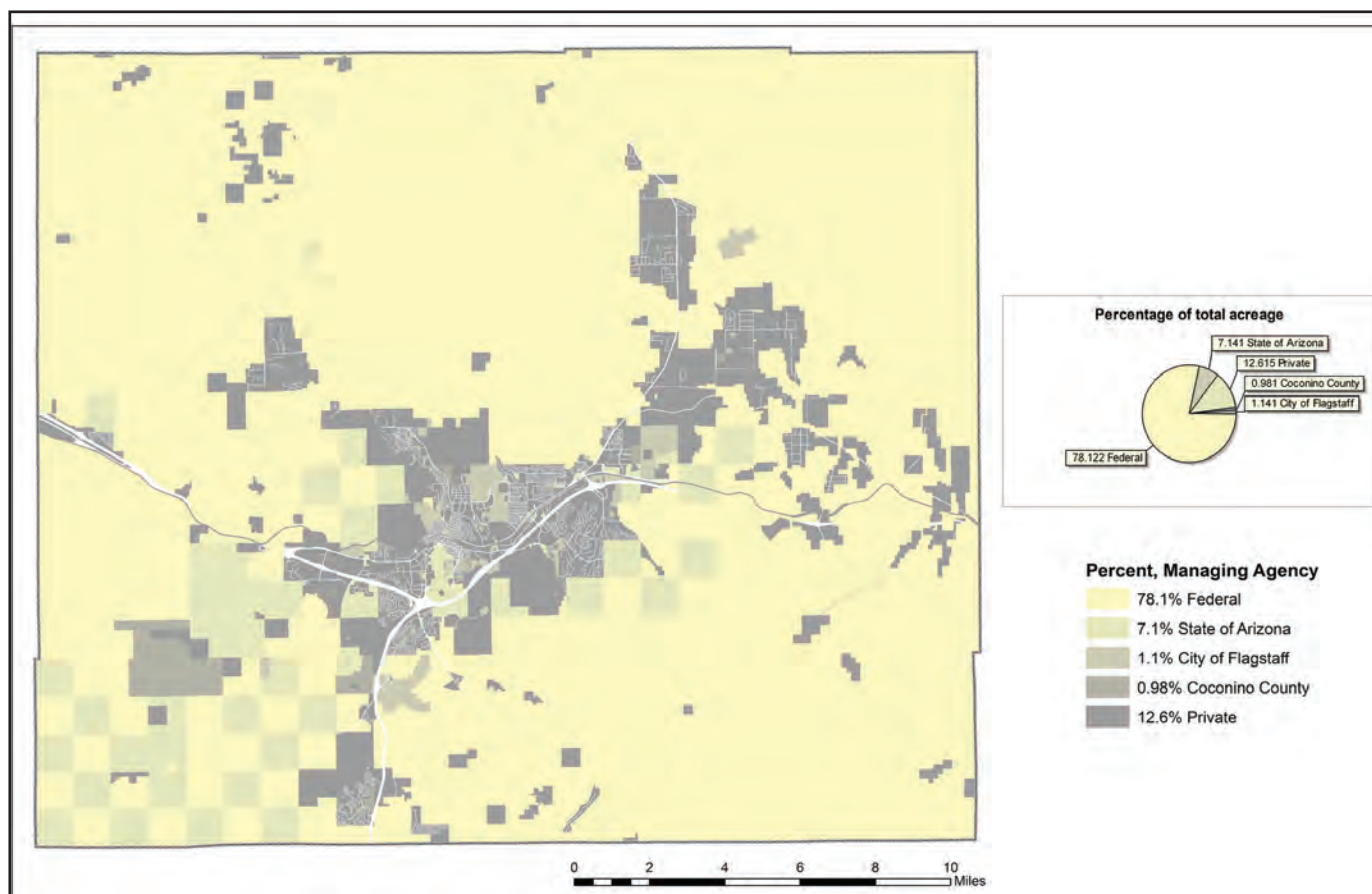
~~It is important, however, to ensure that greenfield developments are not prioritized at the expense of investing into the fabric of existing communities, which can lead to a version of greenfield sprawl. Municipalities must work to form holistic and even regional strategies for future growth – both infill and greenfield – so that all future development occurs in a manner consistent with the community plan and vision. Refer to the discussion of Greenfield development in the Land Use chapter for more information.~~

SOURCE: Sustainable Cities Institute at the National League of Cities ([http://www.sustainablecitiesinstitute.org/view/page.basic/class/feature.class/Lesson\\_Greenfield\\_Devt\\_Overview](http://www.sustainablecitiesinstitute.org/view/page.basic/class/feature.class/Lesson_Greenfield_Devt_Overview))



come back





MAP 5 - Land Ownership

If 100 percent of these units were in subdivisions with densities matching historically developed subdivisions, or about 3.5 units per acre, this would require almost 150 acres per year to accommodate new growth. That kind of land consumption would rapidly deplete the remaining available vacant private land. This was the reason for the minimum densities that were applied in the 2001 *Flagstaff Area Regional Land Use and Transportation Plan* and the reason this plan is encouraging walkable, compact development in order to curb the effects of urban sprawl.

The Flagstaff region can accommodate future growth by using available land in an efficient and environmentally responsible way. Projections for the ultimate population of Flagstaff and surrounding areas vary. Population projections adopted by the Arizona Department of Economic Security in 1997 showed an anticipated population of the City of Flagstaff of 158,272 in the year 2050. Projections adopted by the state in 2006 show much reduced anticipated growth figures, and the new 2050 projection for the City is 96,418.

If this occurs and accommodations have not been made, local housing and land costs will increase substantially, and newcomers may be forced to move to distant communities, creating sprawl and long commutes to work.

## Water Constraints

There has been considerable discussion during the preparation of this plan about the capacity of the City of Flagstaff municipal water system. Estimates indicate that with moderate growth, existing sustainable city water sources can sustain the city until sometime between 2030 and 2035. The City is considering a variety of alternatives to supplement supply. This may come from new wells, increased conservation, and reclaimed processing. Another alternative being explored is Red Gap Ranch, a 7,800-acre ranch between Flagstaff and Winslow purchased by the City in 2005 for future water supplies. Development of this water source would require an energy-intensive (millions of kWh annually) pipeline and major pumping facilities. A fourth alternative would be a pipeline from Cameron to tie in to the proposed western Navajo Nation pipeline. It is not likely that growth will stop as the city approaches its capacity, but more likely that the City of Flagstaff will seek new water supplies like it has over the past 120 years. *The City of Flagstaff Utilities Integrated Master Plan* (2011) discusses these options in great detail.

Water is not supplied by the Coconino County government. Doney Park Water, a cooperative managed by a locally elected board, provides water to the Doney Park and Timberline-Fernwood areas. With about 3,300 customers in 2010, Doney Park Water has the capacity to provide water to the area at full build out (representing about a 60 percent increase in existing population), assuming there are no major changes in land use or zoning. Kachina Village is served by a water district that also has the capacity to serve the entire subdivision. Private water utilities serve Mountainaire, Flagstaff Ranch, and Bellemont. In Bellemont, additional wells will be needed to accommodate expected future growth. The Fort Valley area is served by private wells and hauled water, and the future is probably water districts with deep wells, of which two have recently been drilled. Many of the outlying county areas also rely on hauled water, and there must be sources for the provision of the water, whether that is the City of Flagstaff or standpipe sales at the rural water companies. Thus far, water has not been a major inhibitor of growth. For a full discussion of water resources, refer to Chapter VI.



Photo by: Sarah Hamilton



## Growth Scenarios

Let's talk about  
how this fits in the  
"Introduction"

By Inference, did  
we just adopt  
Scenario "E" as our  
approved  
approach??

The *Regional Plan* followed a land use scenario planning process from 2011-2012, to reflect how growth patterns affect livability indicators such as water use, vehicle miles traveled, development footprint, and housing mix. The land use scenarios represent potential futures for the Flagstaff area at build-out (approximately 150,000 people based on current zoning, plans and water supply projected at 80 to 100 years in the future. The indicator output is based on new growth and development that is anticipated in the region, and is not a measure of existing conditions, nor does it include existing development. For example, the water demand is based on that to be consumed by new development, and not by existing development in the region. Development scenarios are not intended to represent actual futures, but are to be compared against each other so to develop a preferred scenario - the one for which performance most closely aligns with the values of the community as expressed in the vision, guiding principles, goals and policies. Additionally, it is important to understand that these scenarios are based on many assumptions which may change over the years as the region grows.

Based on public and Citizens Advisory Committee input, the following land use scenarios were developed for evaluation. 1.

### Scenario A: Growing Out

- Development patterns look a lot like today's and utilize the most acres due to lower densities

### 2. Scenario B: Growing In and Out

- Development is similar to today's, but with denser activity centers
- Development utilizes fewer acres than Scenario A with smaller lot sizes, town homes and some apartments

### 3. Scenario C: Growing In

- Development patterns are denser with urban centers, and uses the least acres due to high densities

### 4. Scenario D: Growing In (revised Scenario C)

- Development patterns in activity centers and corridors are higher density than C
- Development utilizes less acres than Scenario A and B, however, this scenario includes less single family residential development than any other place type, includes more mixed use development, and introduces some lower density suburban development on the urban fringe

come  
back.  
a varied  
pattern  
growth.

## Preferred Land Use Scenario (Scenario E)

Following submittal of the *Development Scenarios Summary* in June 2012, the *Flagstaff Regional Plan* Citizens Advisory Committee (CAC) spent the duration of 2012 and early 2013 refining elements of the *Regional Plan*, including the land use element. This effort culminated in the release of the draft *Regional Plan* on March 28, 2013. A “Growth Illustration Map” was included in the draft *Regional Plan* that generally reflects a revised version of Scenario D, with adjustments made by the Planning Staff and CAC members – called Preferred Scenario E. The following example indicators show how well Scenario E performs. One can see that more suburban development means more vehicles miles traveled, greater emissions and greater water demand. More urban-type development results in fewer vehicle miles traveled, fewer emissions, and less water demand.

Example Indicators	Scenario A	Scenario B	Scenario E
Land Consumed – building footprint acres	699	690	648
Land consumed in wildlife corridors	4,797	3,623	3,135
Acres of consumed unprotected open space	2,340	1,959	973
Cost of developing protected open space	11.2M	8.9M	20M
Mobility – Vehicle Miles Traveled	2,655,340	2,466,875	2,262,498
Housing mix – Single Family / Multifamily (apt & townhome)	20,623 / 7,275	15,140 / 12,612	13,259 / 13,082
Residential Water demand	5,946,143	5,566,229	5,438,536
Population within 1/2 mile proximity to parks	24,228	33,080	36,999
Capital costs to build – leisure, public safety, utilities, transportation, transit	\$5,120,820,000	\$5,221,210,000	\$5,258,950,000
Annual Operation and maintenance costs-transportation + utilities	\$ 9,117,000	\$ 8,585,000	\$ 8,007,000
Property tax revenues	\$ 82,408,000	\$ 80,204,000	\$ 82,896,000
Sales tax revenues	\$ 11,180,000	\$ 11,120,000	\$ 11,030,000

\*\* See full report *Development Scenarios Summary, Flagstaff Regional Plan* (June 2013).



# HOW THIS PLAN WORKS

## Who this Plan is For

The *Flagstaff Regional Plan* applies to the 525-square-mile FMPO planning area. It extends from Bellemont to Winona and from Kachina Village and Mountainaire to north of the San Francisco Peaks. The plan serves as the general plan for the City of Flagstaff, and in the county areas works in conjunction with the *Coconino County Comprehensive Plan* and other community area plans. This plan is for the people that live here, and the businesses that employ here. This plan is for the visitors, prospective businesses, elected officials, City and County departments, the development community, interest groups, and resource agencies. This plan is for the future generation.

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Implementing the Flagstaff Regional Plan	4
City of Flagstaff	4
Coconino County	10
Relationship to Other Planning Documents	10

## How this Plan is Used

The *Flagstaff Regional Plan* is used <sup>to guide</sup> for decision making so that Flagstaff city government is accountable for publicly derived policy outcomes and goals. It also provides the basis for policies and regulations to guide physical and economic development within the Flagstaff region. The plan will be used as a guide, or roadmap, for the future of the city and the region, and it establishes priorities for public action and direction for complementary private decisions, thus striving to establish predictability in the decision-making process.

A plan of this complexity inevitably contains conflicting goals and policies. When the goals and policies conflict and cannot be reconciled, it is the responsibility of the elected officials and their appointees to such groups as the City and County Planning and Zoning Commissions to recognized potential conflicts and to make choices based on <sup>that benefit the public</sup> their priorities.



Photo by: Brittney Proctor

# The Planning Process

## Why Do We Plan?

We plan to guide growth and development in a way that our region remains an outstanding area in which to live. We also plan so that we may build and pay for larger projects that benefit our whole community, present and future. This plan presents a comprehensive vision for the future of the area, and provides guidance as to how that vision can become a reality.

## Why Do We Have a Regional Plan?

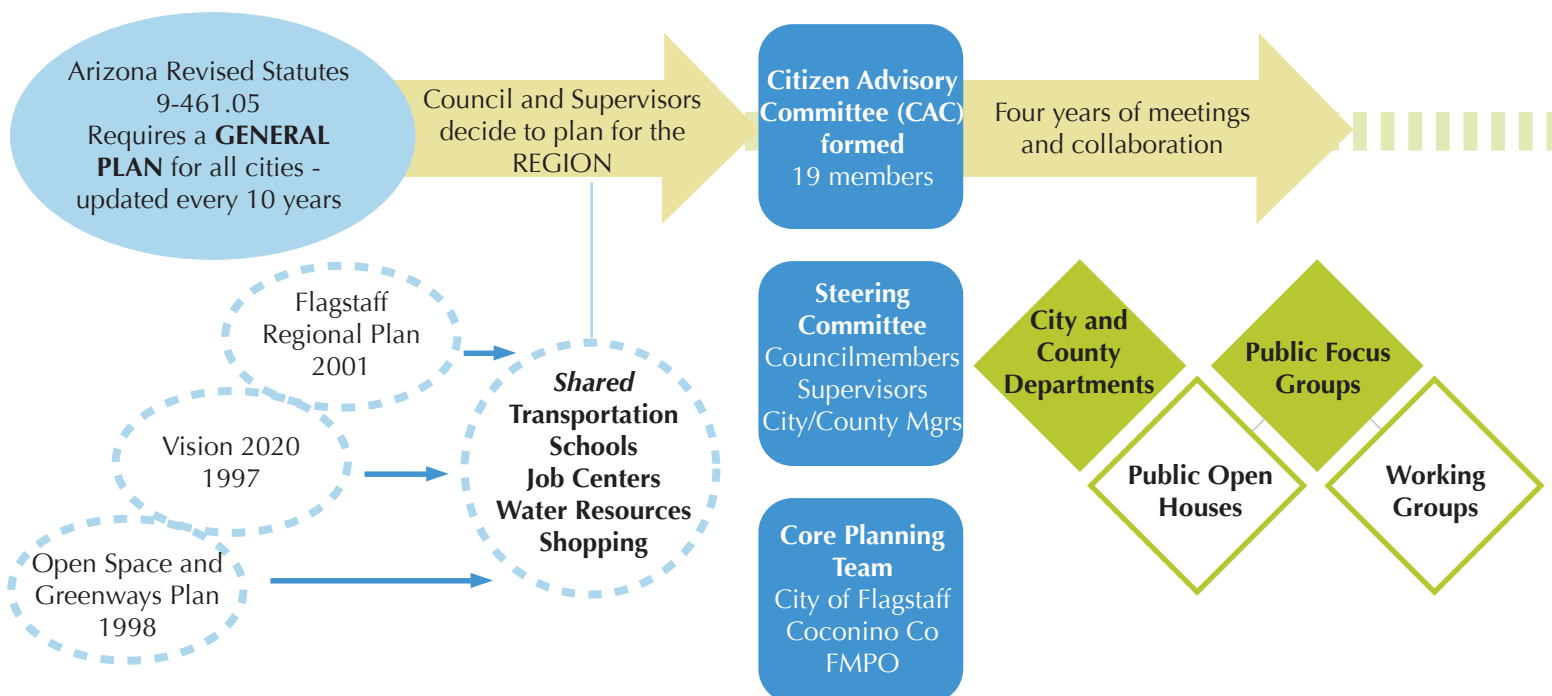
The Growing Smarter Statutes adopted by the State Legislature in 1998 and 2000 require that all municipalities and counties adopt general or comprehensive plans, and that these plans be updated every 10 years. However, the principal reason to have a plan is to make informed choices about our future. The *Flagstaff Regional Plan* contains goals and policies that provide guidance for making choices about public investment and priorities.

## A Regional Focus

The City of Flagstaff and the surrounding communities all have unique identities and characters, but as a whole, the greater Flagstaff

area operates as a unified community. Residents of the outlying neighborhoods and tribal lands work and shop in the city, attend the schools, and use the services and medical facilities that are largely located within the city. The City and the County do address capital improvements differently; however, environmental issues such as water and air quality, forest protection, and open space do not adhere to political boundaries. As such, the City and County chose to partner on the *Regional Plan* even though they were not required to do so by mandate.

Creation of *A Vision for our Community: Flagstaff 2020* was the first step in bringing the City and County together, which was continued through the 2001 *Regional Land Use and Transportation Plan* and enhanced in this *Flagstaff Regional Plan*.



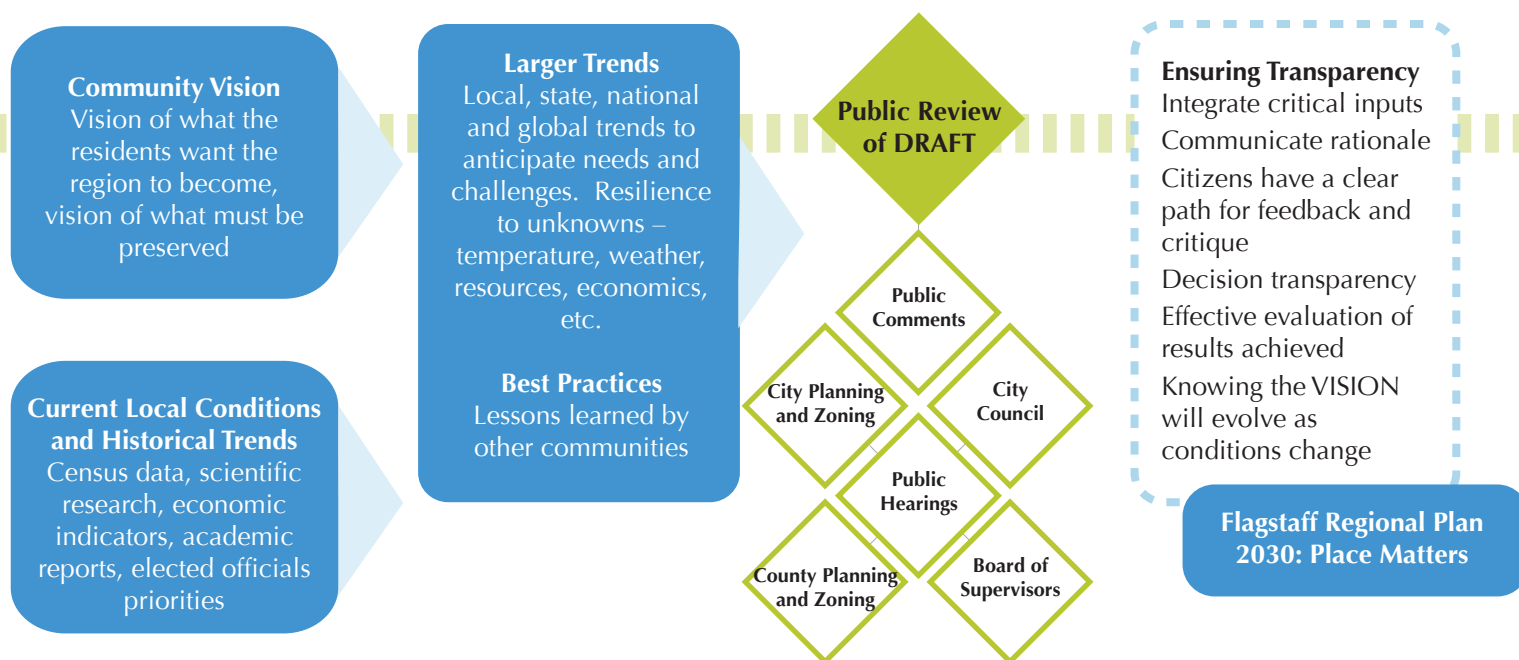
## How We Got Here

The *Flagstaff Regional Plan* is the guiding policy document for the City of Flagstaff as required by state law. It is important that the plan was created as a collaboration of Flagstaff citizens, public officials, and staff members, using an open planning process. A 19-member Citizens Advisory Committee (CAC) was appointed by the Flagstaff City Council and Coconino County Board of Supervisors and met monthly or bimonthly for over four years to develop the vision, guiding principles, and goals and policies for each of the topics covered by this plan. In addition, a Steering Committee composed of two Councilpersons and two Supervisors met quarterly to keep the process on track and make sure the public participation plan continued to be effective. A core planning team of City and County staff met regularly throughout the process to provide support to the CAC, draft sections of the plan, and carry out all aspects of public participation. Hundreds of city and county residents provided important comments through open houses and focus groups, comments on the web site, blogs, and surveys, which were crucial in defining the plan's direction.

## Creating a Plan that Works

The *Flagstaff Regional Plan* is a living, working plan that relies on the disciplined and artful execution of three activities. First is the analysis of local conditions and historical trends, larger trends, our community vision, and best practices learned from other communities. Second, the information gathered for those inputs are incorporated in a planning process that recognizes the high level of economic, social, and environmental uncertainty we currently face. Third, the plan must communicate transparently how those inputs were utilized and why the final plan decisions were chosen over other alternatives.

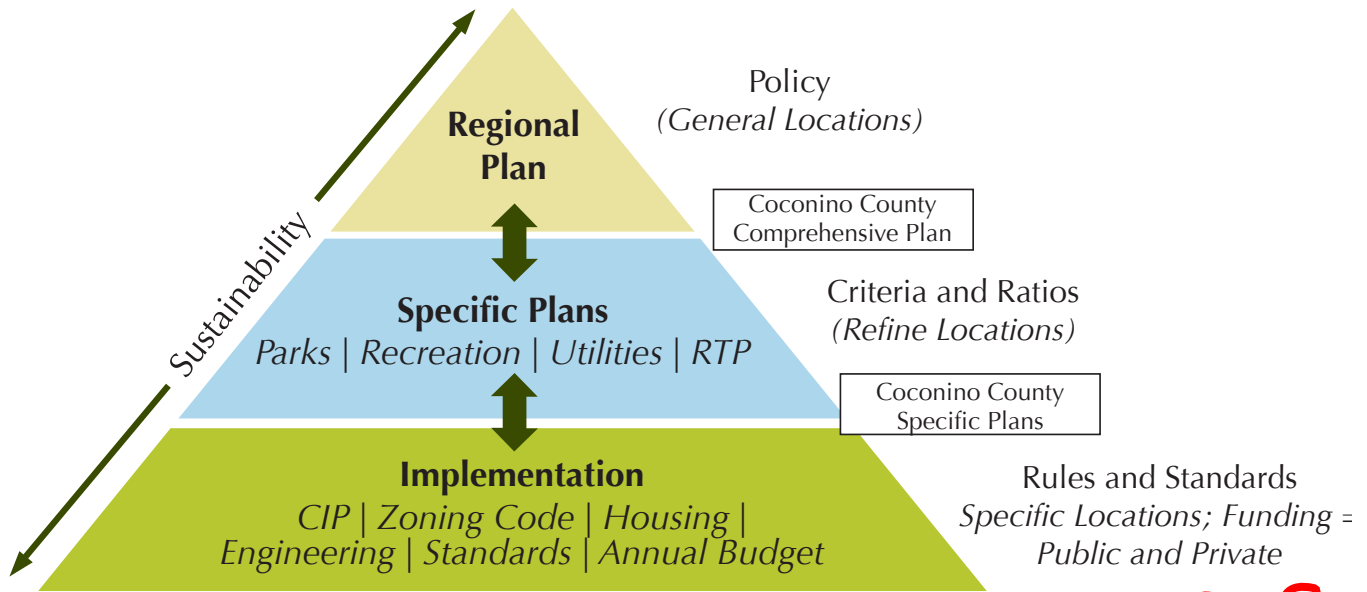
A lot of people felt left out of this process. As far as being open, for the record, there was a confirmed open meeting law violation in which the attorney generals office had to be brought in.



This section really established the Regional Plan as the Master Guide/Policy that other documents and codes must follow. Very dangerous!

## Implementing the *Flagstaff Regional Plan*

The relationship between the *Flagstaff Regional Plan* and such implementation tools as master plans, the Zoning Code, and other regulations is illustrated below; the *Flagstaff Regional Plan* establishes the vision for the future growth and development of Flagstaff and its surrounding area through goals and policies. City-adopted master plans and County area plans, City and County Zoning Codes, and other City codes, on the other hand, implement the goals and policies of the *Flagstaff Regional Plan* by providing standards, regulations, and tools for land development.



Guide OR Policy

## City of Flagstaff

### Implementation by Decision Making as a guide

Most importantly, the plan is used in the regulatory decision-making process by the City Planning and Zoning Commission, City Council and City planning, and staff from all departments. The Commission and the Council are responsible for making development decisions such as zoning map amendments or annexations, approval of which depends on whether the proposed changes or projects are consistent with the *Regional Plan's* goals and policies. The plan is also used to guide decisions related to the expansion of public infrastructure, for example the building or improvement of new roads and trails, investment in parks or public buildings, and other facilities. Many initiatives to improve the community start at the grassroots level. Thus, the plan may be used by all citizens in order to ensure that new development conforms to the plan and for assistance in implementing actions that will further the plan's vision and direction. Generally, the City will use the plan as follows:

- **City Council**—will use the document to ~~inform~~ help guide a final decision for most land use efforts including *Regional Plan* amendments, zoning map amendments, annexations, development approvals, and master/specific plans, such as the City's open space plan. The *Regional Plan* provides a general background (why/intent), goals and policies (how), and a sense of priorities. The plan is broad enough to permit Council priorities to change between major plan updates.



- **City Planning and Zoning Commission**—serves in an advisory role to the City Council, and will use the plan similarly, possibly to provide a clear connection to supporting technical documents to best justify or explain their recommendations.
- **City Management (including legal counsel and department heads)**—also serve in an advisory role to the City Council, and will use the plan to review staff recommendations, assess high-level legal implications (e.g., property acquisition or impact issues), and ~~explain~~ budget and program recommendations (e.g., funding for master planning efforts, regulation updates, business attraction efforts, facilities planning).
- **Public Agency Staff**—will use the plan to develop and evaluate application of regulations to development requests such as *Regional Plan* amendments, zoning map amendments, subdivision plats, and other requests to make recommendations to management and governing bodies. The plan will permit staff to clearly communicate to applicants the community expectations and concerns relevant to the property in question, subsequent recommended modifications or conditions for approval, and the reasoning behind them. Further, the plan will be an essential tool for all City staff when, for example, prioritizing capital improvement projects, pursuing land acquisition, and developing agency budgets.
- **Development Community/Realtors/Prospective Buyers/Land Owners**—will use the document to determine the desirability of different development proposals on their properties, advise developers or owners on best available properties suitable to a proposed use or “highest and best use” for a given property, inform on the range of possible uses surrounding a property and their potential impacts on that property, and inform on long-range changes including infrastructure.
- **Interest Groups (e.g., environmental, business, education)**—like property owners, will use the plan to advocate positions on proposals or applications, but often on a broader range of policy issues. These groups may use the plan to advocate for or against new initiatives such as plans, infrastructure investments, educational programs, or business districts.
- **Resource Agencies**—will use the plan in discussions with the City on resource/agency management plans, joint agreements and cooperative initiatives.
- **General Public**—requires an accessible plan that allows them to decide—literally vote—on whether it represents the “right” direction for the region. The public may use the plan as a means of advocating positions on generally larger or more impactful proposals.
- **Future Generations**—will have the full benefits, as well as address the challenges, of this planning document.




Photo by: Tom Bean



Photo by: K DeLong

## Implementation Through the Development Process

The *Flagstaff Regional Plan* is intended to play a pivotal role in shaping the future of the city. Implementation of the plan will evolve over time with new budgets, capital plans, work programs, and changing priorities, but listed below are some practical ways to ensure that future activities are consistent with the *Flagstaff Regional Plan*:

- **Capital Improvement Plans:** The City's capital improvement plans and long-range utility and transportation plans will be prepared consistent with the *Flagstaff Regional Plan's* land use policies and infrastructure recommendations (water, sewer, stormwater, transportation, and parks/recreation). Major new improvements that are not reflected in the *Flagstaff Regional Plan*, and which could dramatically affect the plan's recommendations, should be preceded by a comprehensive update to the *Flagstaff Regional Plan*.
- **Development Approvals:** The approvals process for development proposals, including zoning map amendments and subdivision plats, are an important implementation tool of the *Flagstaff Regional Plan*. The City of Flagstaff's Zoning Code (City Code Title 10) and the Subdivision Regulations (Title 11) will be updated in response to regulatory strategies presented in the *Flagstaff Regional Plan*.
- **Master or Specific Plans:** Master plans or specific plans should include a statement(s) describing how the plan implements *Flagstaff Regional Plan* goals and policies, and how it is compatible with the plan.
- **Economic Incentives:** Economic incentives should carry out *Flagstaff Regional Plan* goals and policies. Geographic areas identified by the illustrative plans should have high priorities for incentives and public/private partnerships. 
- **Private Development Decisions:** Property owners and developers should consider the strategies and recommendations of the *Flagstaff Regional Plan* in their own land planning and investment decisions. Public decision-makers will be using the plan as a guide in their development-related deliberations.
- **Annual Work Programs and Budgets:** The City Council and individual City divisions will use the recommendations of the *Flagstaff Regional Plan* when preparing annual work programs and budgets.
- **Future Interpretations:** The City Council should call upon the City Planning Director and Planning and Zoning Commission to provide interpretation of major items that are unclear or are not fully addressed in the *Flagstaff Regional Plan*. In formulating an interpretation, the Planning Director and Commission may call upon outside experts and other groups for advice. Minor items that require interpretation should be handled by the appropriate agency as it implements the plan.
- **Staff Reports:** When preparing reports to the City Council and City Commissions, staff reports should identify if and how the *Flagstaff Regional Plan's* goals and policies are being implemented.

## Annual Plan Review and Monitoring

The purpose of annual reviews and monitoring is to ensure that it continues to reflect core community values and to evaluate how new developments have been approved in compliance with the plan. To achieve this, department directors will provide the City Manager and City Council an annual review of *Regional Plan*-related activities prior to the initiation of the budget process each year. This review will accomplish the following:

- Measure the City's success in achieving plan goals and policies through recommended strategies such as measuring on a per-project basis how sustainability indicators have been achieved
- Identify proposed strategies to be pursued under the coming year's budget
- Identify unlisted strategies that will achieve plan goals
- Document growth trends and compare those trends to plan objectives
- List development actions that affect the plan's provisions
- Explain difficulties in implementing the plan
- Review community indicators
- Review outside agencies' actions affecting the plan



Photo by: Tom Bean

## Comprehensive Plan Review

To ensure that the *Flagstaff Regional Plan* remains an effective guide for decision-makers, Flagstaff will conduct comprehensive evaluations of the plan every 10 years as required by Arizona Revised Statute §9.461.05 and should address the following in addition to any state mandated requirements:

- Progress in implementing the plan
- Changes in community needs and other conditions that form the basis of the plan
- Fiscal conditions and the ability to finance public investments recommended by the plan
- Community support for the plan goals and policies
- Changes in state or federal laws that affect the City's tools for plan implementation
- Changes in land ownership, usage, or development in areas immediately outside of the planning boundary and jurisdiction (such as those that might be implemented on the Navajo Nation to the east and north, or by the Hopi tribe in parcels it owns, or by Camp Navajo, or in communities such as Parks)

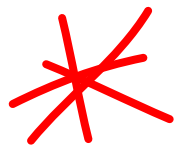
## Amendments and Development Review Processes

The codified processes described below serve as tools for City staff to implement the goals, policies, and strategies of the *Flagstaff Regional Plan*. In addition, through public hearings when applicable, these processes provide opportunities for citizens to make recommendations to the Planning and Zoning Commission and City Council regarding the goals and policies of the *Flagstaff Regional Plan*.

**Annexations** – All proposed annexations will be evaluated for consistency with the goals and policies of this plan. The proposed annexation should not be detrimental to the majority of the persons or property in the surrounding area or the community in general. The City's basic position regarding annexation is that the annexation must demonstrate a favorable benefit to the taxpayers of the city. All applications for annexations of real property shall be reviewed, processed, and approved in conformance with Arizona Revised Statute §9-471 etc. seq. (Annexation of territory; procedures; notice; petitions; access to information; restrictions). Annexations may be initiated by the following:

- City Council or City Manager – The City Council or the City Manager may direct the Planning Director to review a specific property to determine whether it may be legally annexed and to contact property owners to determine whether they will sign an annexation petition.
- Property Owners – One or more property owners may submit an application to the City to annex property they own.

**Zoning Code Amendments** – In accordance with the City of Flagstaff Zoning Code, Division 10-20.50, an amendment to the Zoning Map or the text of the Zoning Code may only be approved if:



- The proposed zoning map amendment(s) is consistent with and conforms to the goals and policies of the *Flagstaff Regional Plan* and any applicable specific plans.
- If the application is not consistent with and does not conform to the *Flagstaff Regional Plan*, and any other specific plan, the applicable plan must be amended in compliance with the procedures established in the City Code Title 11, Chapter 11-10 (General Plans) prior to consideration of the proposed amendment(s).

**Public Development Projects** – City and County-sponsored projects and Capital Improvement Programs should be required to adhere to all applicable goals, policies, and strategies of the *Flagstaff Regional Plan* through project planning and budgeting to ensure funding is available to implement the plan as determined.



this is really  
overriding zoning  
and land use

## Regional Plan Amendment Processes

	Major Amendment	Minor Amendment
<b>Urban growth boundary</b>		
Urban growth boundary	An expansion of the urban growth boundary that requires an expansion of utility infrastructure as determined in an utility analysis	An expansion of the urban growth boundary if there is no expansion of utility infrastructure as determined in an utility analysis

Area Types		
Protect employment/industrial areas Need clarification on the POLICY – when the policy is clear, this can be completed.	Any change to the boundary of the employment/ industrial area type to either urban, suburban, or rural area types	Any expansion or change to the boundary of the employment/industrial area type that affects either urban, suburban, or rural area types
Any expansion or change to the boundary of:		
	Urban area type to suburban area type	-
	Urban area type to rural area type	-
	Suburban area type to urban area type > 10 acres	-
	Suburban area type to rural area type (not realistic – need text to discourage)	
	Rural area type to urban area type	
	Rural area type to suburban area type > 10 acres	Rural area type to suburban area type ≤ 10 acres

Open Space		
Open space	Any reduction or change to the boundary of the open space area type to any other area type	Any change or expansion of an urban, suburban, or rural area type to open space

Activity Centers		
If > 50% of parcel area within the activity center boundary, then the activity center boundary should be adjusted to include the property*		
If < 50% of parcel area within the activity center boundary, then the activity center boundary should be adjusted to exclude the property*		
	Any commercial activities proposed outside of the activity center and along a corridor that is not contiguous to the activity center	Any commercial activities proposed outside of the activity center that are contiguous to the activity center
		Any commercial activities proposed outside of the activity center that are not contiguous to the activity center but are located on a “great street” or corridor
	Addition of a new activity center or corridor	
	Add a great street or corridor	
* See discussion of Activity Centers in Land Use chapter		



## Coconino County

For areas outside the City of Flagstaff limits but within the FMPO boundaries, the *Flagstaff Regional Plan* will guide and use decisions in conjunction with the *Coconino County Comprehensive Plan* and applicable area plans. The goals and policies in the Regional Plan are used by County planning staff, the County Planning and Zoning Commission, and the Board of Supervisors to evaluate development proposals and to determine if such developments are appropriate for the unincorporated areas of the region. The *Flagstaff Regional Plan* is consistent with and complementary to the *Coconino County Comprehensive Plan* and the local community area plans in the region. These plans are decision making tools used by residents, landowners, developers, Coconino County Community Development, Planning and Zoning Commission and the Board of Supervisors. The plan also serves as a comprehensive reference and blueprint for community programs as well as for public and private-sector initiatives.

required to be  
mentioned

### Relationship to Other Planning Documents

The *Flagstaff Regional Plan* incorporates, updates, and builds upon many past planning efforts within the Flagstaff region, and every effort has been made to ensure consistency with these other planning documents and to minimize conflicts.

#### ***Flagstaff Pathways 2030 Regional Transportation Plan***

FMPO adopted the *Flagstaff Pathways 2030 Regional Transportation Plan* in December 2009 that identifies and prioritizes future transportation investments for roads, public transit, and trails. This plan evaluates the cost and effectiveness of projects for each major travel mode and addresses the relationships between land use, transportation, the economy, and the environment. This document is updated every five years.



Photo by: Tom Bean

## Other Regional Planning Documents

There are two federal management plans for Walnut Canyon National Monument and Sunset Crater Volcano National Monument in the planning area. In addition, the Coconino National Forest has been working to revise its Forest Plan. At the county level, the *Coconino County Comprehensive Plan* adopted in 2003 also applies to the 460 square miles of unincorporated county land within the *Flagstaff Regional Plan* area. In addition, the County has 10 community area plans, of which five are within the area covered by the *Flagstaff Regional Plan*—Bellemont, Fort Valley, Doney Park Timberline-Fernwood, Kachina Village, and Mountainaire. These area plans also have goals and policies specific to each community and four of the five also have design review overlay guidelines which serve to ensure that new commercial buildings are compatible with the character of each community.

## Study Area Plans

Over the past decade, the City of Flagstaff's RLUTP proposed the development of special study area plans to deal with unique community and neighborhood issues, including, for example, the Southside 2005 Plan and the La Plaza Vieja Neighborhood Plan (2011). These study area plans were developed in close coordination with local residents.

This new *Flagstaff Regional Plan* does not supersede these plans. They will remain in effect except for any provisions that may conflict with this new plan, until such times as the plans are amended or repealed by the City Council. The *Flagstaff Regional Plan* attempts to integrate social, economic, aesthetic, and environmental issues described within the study area plans into physical manifestations, demonstrated in illustrative plans that will result in increasingly livable communities. Additional special area plans may also be created and adopted as amendments to the *Flagstaff Regional Plan*.

Appendix A contains a list of plan documents that implement or are related to the *Flagstaff Regional Plan*.

## Keeping the Plan Current

The *Flagstaff Regional Plan* is a dynamic document that can be updated, revised, and improved over time to respond to emerging issues, new ideas, and changing conditions. To assess the plan's effectiveness, the City will need to monitor actions affecting the plan. As a result of these monitoring efforts or private development requests, the City will need to amend the plan periodically. The Planning and Zoning Commission and City Council members need to consider each proposed amendment carefully to determine whether or not it is consistent with the plan's goals and policies. In addition, the cumulative effect of many changes may result in a change in policy direction. For this reason, plan amendments must be evaluated in terms of their significance to overall City policy. A comprehensive summary listing of the goals and policies for the plan is included at the beginning of this document, and will serve as a valuable tool to ensure any future changes or amendments are in keeping with the plan's original vision and intent.

delete appendix A

## FLAGSTAFF'S PLANNING HISTORY

**1945** – The City of Flagstaff's Planning and Zoning Commission is established

**1957** – A Workable Program is established as a prerequisite to any city redevelopment activity and includes a 20-year physical growth plan

**1959** – The *City of Flagstaff Metropolitan Plan* is published

**1964** – Coconino County adopts its first zoning ordinance and subdivision ordinance

**1969** – The Flagstaff City Council adopts a *General Plan for the Year 1985* as a guide to the development of the Flagstaff planning area

**1974** – The *Coconino County General Plan 1990* is adopted as the county's first comprehensive plan

**1975** – The city's *1969 General Plan* is revised and renamed the *1990 General Plan*

**1986** – The Flagstaff City Council adopts the *Growth Management Guide 2000* as a comprehensive physical plan for the city's growth and the central frame of reference for all other city plans

**1990** – The *Coconino County Comprehensive Plan* is adopted, differing from its 1974 predecessor by including goals and policies for future growth and development

**1997** – *A Vision for our Community: Flagstaff 2020* is developed through a visioning process involving more than 5,000 community members in interviews, focus groups and surveys designed to elicit a common vision for Flagstaff's future in the year 2020

**1998** – The *Flagstaff Area Open Spaces and Greenways Plan* is published "to provide guidance in protecting and preserving existing open spaces with the demands of urban growth"

**2001** – The *Flagstaff Area Regional Land Use and Transportation Plan (RLUTP)* is developed as a cooperative effort by the City of Flagstaff and Coconino County, based on the 2020 Visioning process, as a resource plan created to guide future land use decisions in the City of Flagstaff and surrounding areas

**2003** – The *Coconino County Comprehensive Plan* is updated in response to the state's Growing Smarter Act of 1998 and Growing Smarter Plus Act of 2000, requiring counties to update their comprehensive plans prior to December 31, 2003

*SOURCES: "A Short History of Planning and the Future in Flagstaff." Sean Downey, December 8, 2000. Coconino County Comprehensive Plan*



# ENVIRONMENTAL PLANNING AND CONSERVATION

The Flagstaff region is rich with natural resources, and underlying the *Flagstaff Regional Plan* is the basic principle that a healthy natural environment is necessary for a healthy and prosperous human community and economy. The **protection of the natural environment** is a common thread running through virtually all of this plan.



Photo by: Tom Bean

## Inside this Chapter:

Considerations for Development	8
Air Quality	10
Climate Change and Adaptation	11
Dark Skies	13
Ecosystem Health	14
Environmentally Sensitive Lands	16
Natural Quiet	16
Soils	17
Wildlife	18

## Our Vision for the Future

**In 2030, the long-term health and viability of our natural environment is maintained through strategic planning for resource conservation and protection.**

*While preserving private property rights.*

## Where Are Our Natural Resources?

Lands in the Flagstaff region include those owned and managed by the City of Flagstaff, Coconino County, Arizona State Land Department, U.S. Forest Service, Department of Defense, National Park Service, and private land. Land management areas and boundaries are shown on Map 6, and Map 7 illustrates significant natural resources in the area including wildlife, vegetation, hydrology and geology. Map 8 illustrates the concentration of natural resources in the region. Following the maps are suggestions for planners, decision makers, and developers to consider with respect to natural and cultural resources in their development projects. The data sources for all three natural environment maps are listed in Appendix C.



R5E

R6E

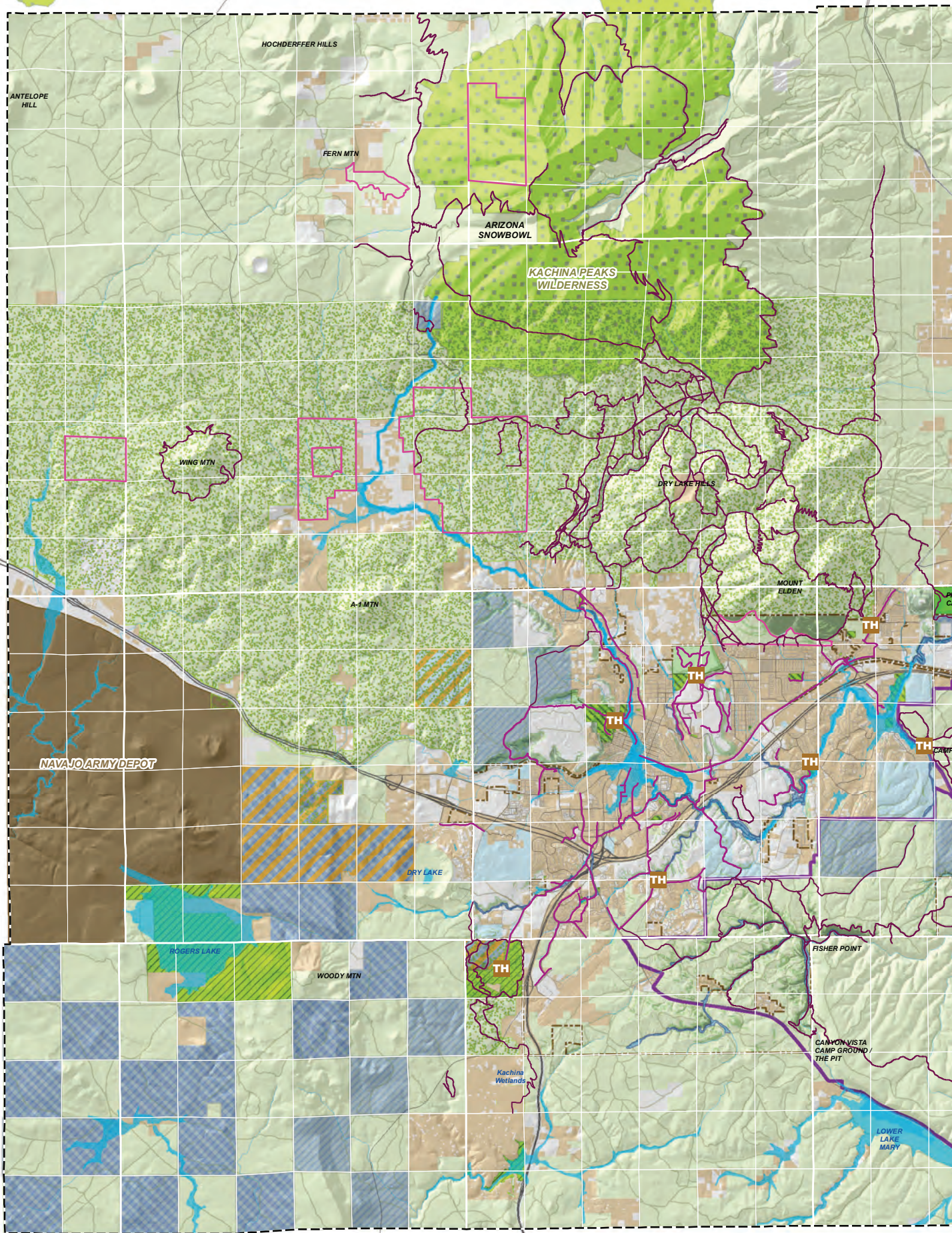
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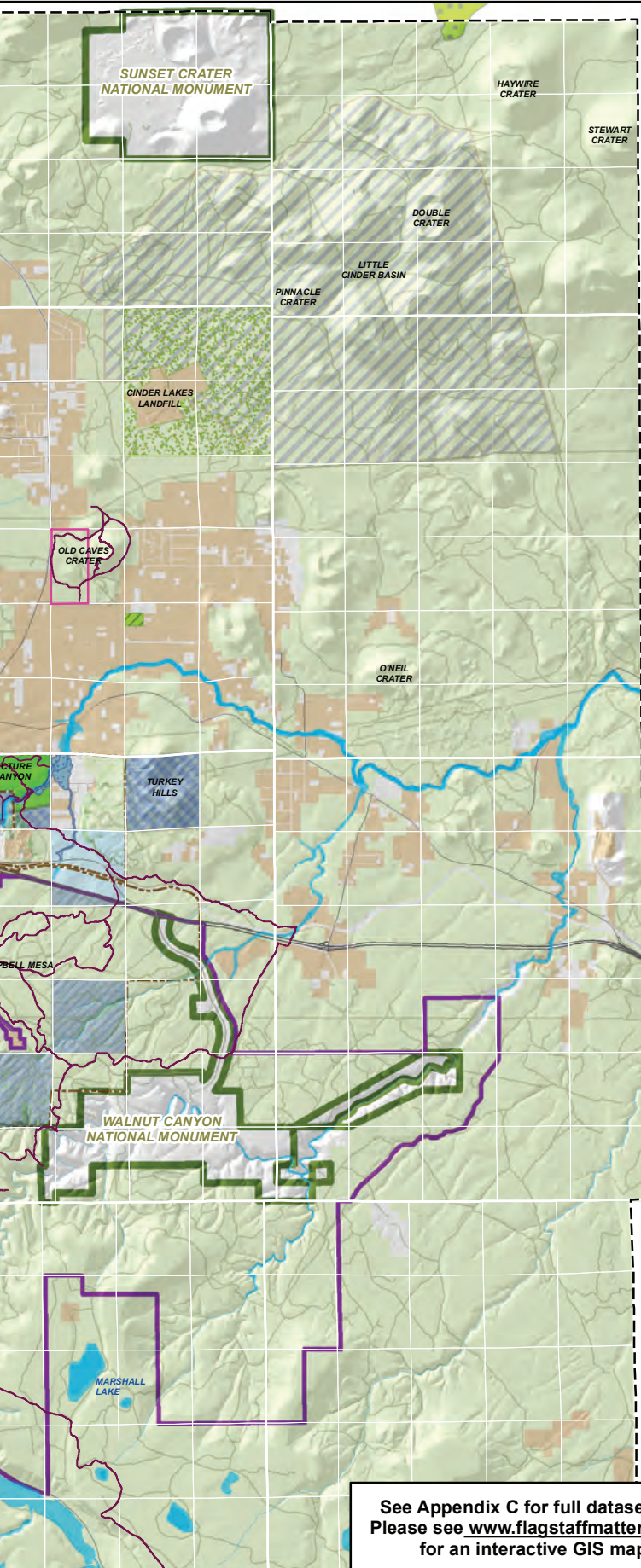
T22N

T21N

T20N







See Appendix C for full dataset list.  
Please see [www.flagstaffmatters.com](http://www.flagstaffmatters.com)  
for an interactive GIS map.

## MAP 6

### EXISTING LAND MANAGEMENT AREAS AND BOUNDARIES

**FMPO Boundary**

**US Forest Service Special Interest Management**  
Mt Elden ESA, Fern Mt Botanical Area, Ft Valley Experimental Forest, GA Pearson Research Natural Area, SF Peaks Research Natural Area

**FUTS Trails**

**FMPO Trails**

**Forest Service Road**

**Walnut Canyon Study Area**

**Flagstaff City Limits**

**Developed / Used Parcels**

**Steep Slope Resource Protection:**

(Per City Zoning Code)

**17 - 35% - Partially Protected**

**35% - No Development**  
(per resource protection)

**Hydrologic Flood Management Feature**

**Rural Floodplain**  
(per Ordinance 1675, only infrastructure development)

**City Open Space Zoning**

**City Parks**

**County Open Space & Conservation Zoning**

**County Parks and Natural Areas**

**Proposed City Open Space**  
(Picture Canyon)

**USFS Wilderness**

**National Forest**

**Cinder Hills Off-Highway-Vehicle Area**

**National Monument**

**Navajo Army Depot**

**Proposed County Open Space (CPOS)**

**State Trust Lands**

**State Trust Lands - High Priority for Retention**  
(per Flagstaff Open Space and Greenways Plan, As Shown on Map A3-2, 1998)

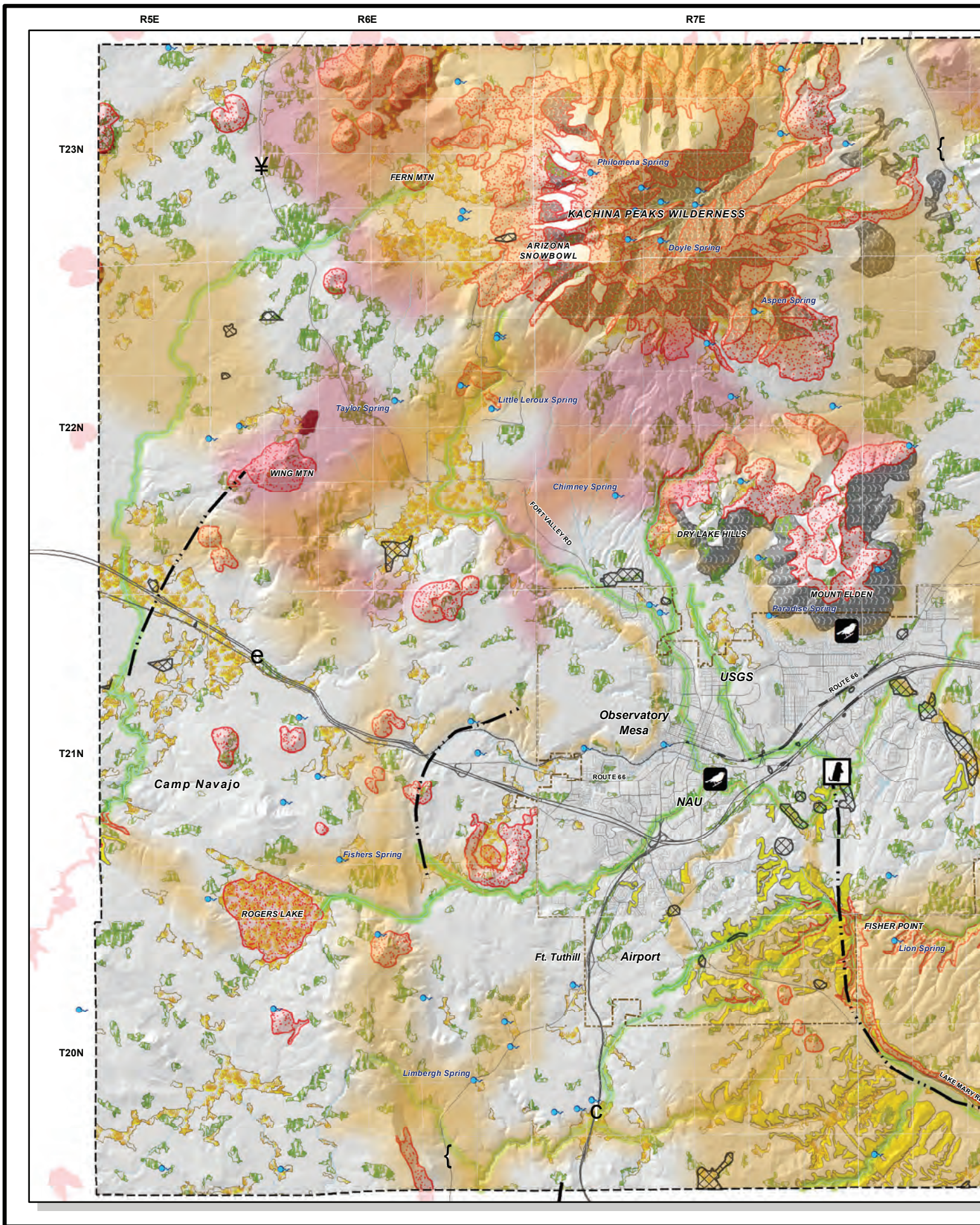
**NAU Centennial Forest**  
(State Trust Land)

**NORTH**

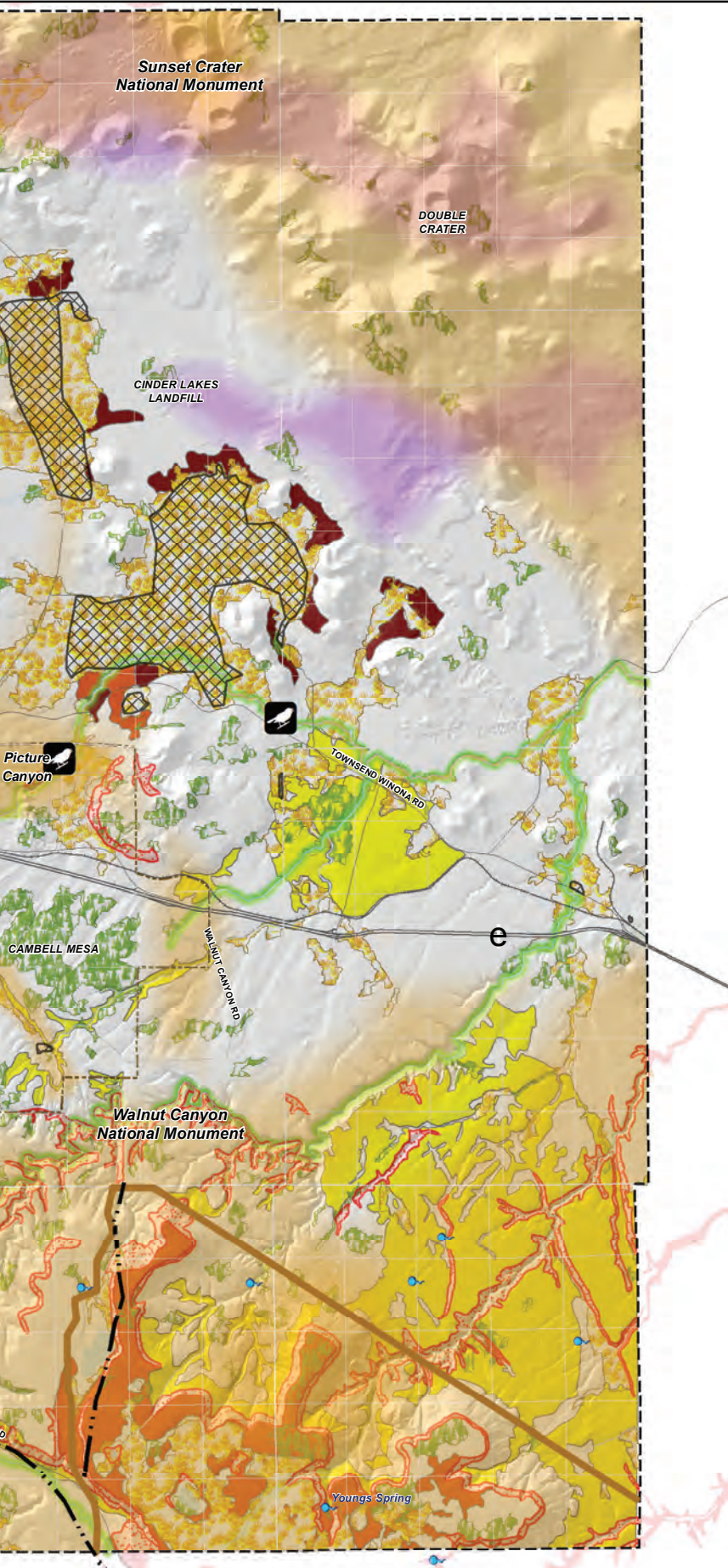


## FLAGSTAFF REGIONAL PLAN VISION 2030: PLACE MATTERS









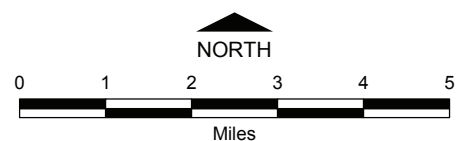
MAP 7

## SIGNIFICANT NATURAL RESOURCES: WILDLIFE, VEGETATION, HYDROLOGY and GEOLOGY

- FMPO Boundary
- Flagstaff City Limits
- Foxglenn Prairie Dog Colony
- NAZ Audubon Bird Sanctuary
- Springs & Seeps
- National Audubon Anderson Mesa IBA
- Water Courses / Washes
- Fault Lines  
(USGS Mineral Resources)
- Prairie Dog Colonies
- Wildlife Linkages  
(per AZ Game and Fish 2010)
- USFS Terrestrial Ecological Survey
- Rusby's milkvetch (*Astragalus rusbyi*)  
(ERI and USFS Inventories)
- Sunset Crater beardtongue (*Penstemon clutei*)  
(ERI and USFS Inventories)
- Potential Riparian Vegetation  
(1000' along named water courses)
- Big Trees >20" at Diameter Breast Height  
(Mid-Scale USFS Vegetation Data)
- Grasslands and Openings  
(Mid-Scale USFS Vegetation Data)
- Severe Erosion Hazard  
(USFS Terrestrial Ecological Unit Survey)
- Basalt Soils  
(USFS Terrestrial Ecological Unit Survey)
- Cinders and Ash Soils  
(USFS Terrestrial Ecological Unit Survey)
- Limestone Soils  
(USFS Terrestrial Ecological Unit Survey)
- Dacite Soils  
(USFS Terrestrial Ecological Unit Survey)

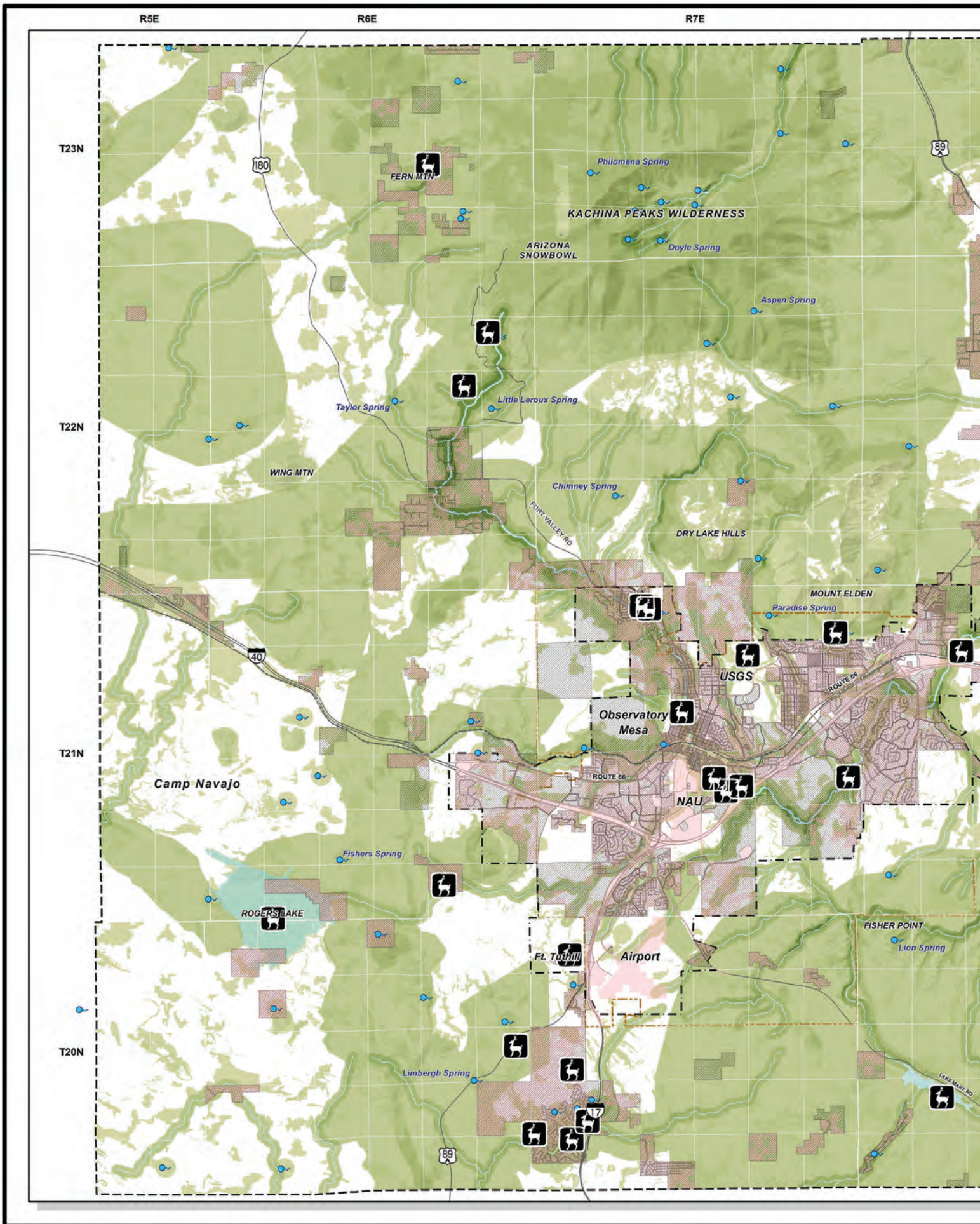
See Drainage Basins Map, Figure 9

Locating natural resources does not preclude development rights.  
See Appendix C for full dataset list.  
Please see [www.flagstaffmatters.com](http://www.flagstaffmatters.com) for an interactive GIS map.

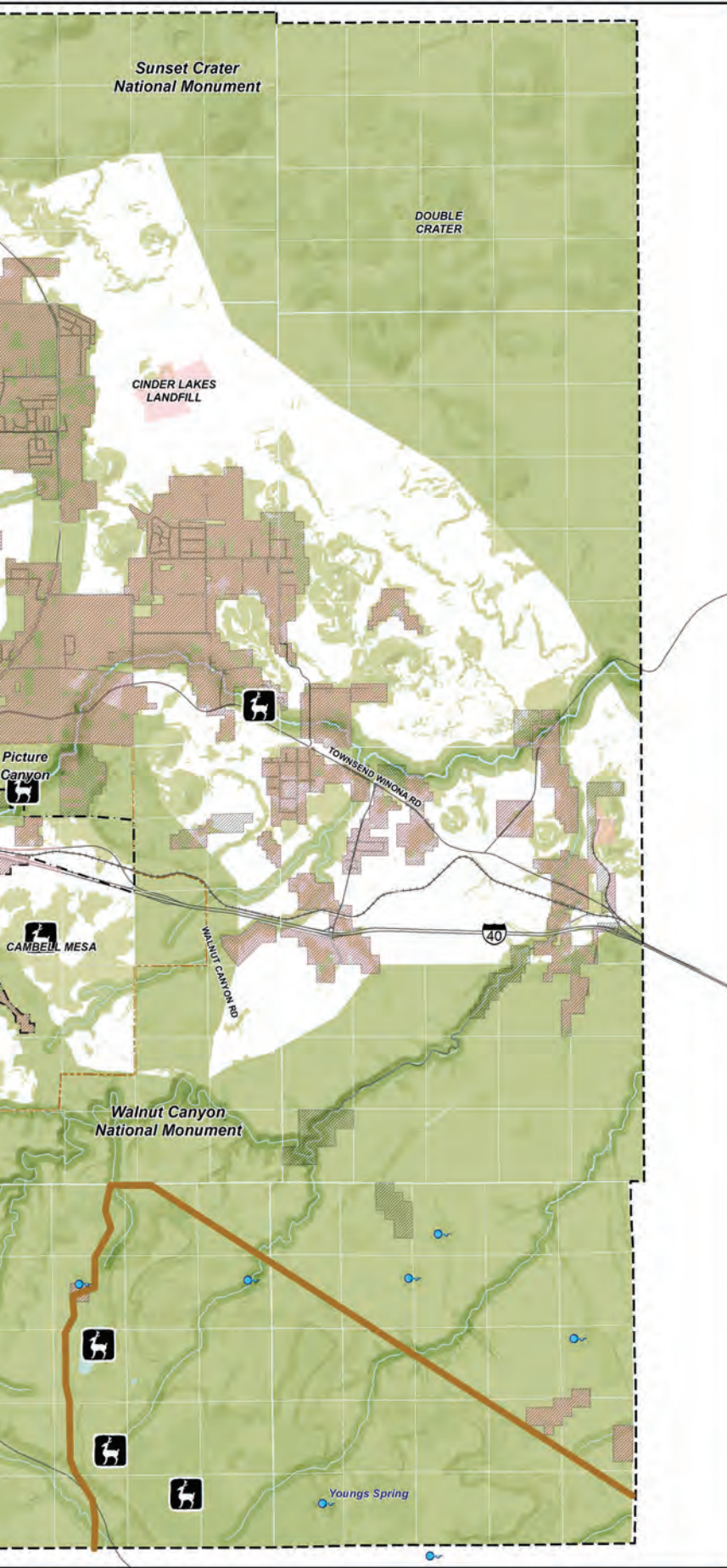


## FLAGSTAFF REGIONAL PLAN VISION 2030: PLACE MATTERS







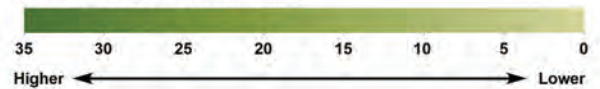


MAP 8

## CONCENTRATION OF NATURAL RESOURCES

- FMPO Boundary
- Flagstaff City Limits
- Urban Growth Boundary
- Privately Owned Parcels
- Developed / Used Parcels
- Watchable Wildlife Areas
- Springs & Seeps
- Water Courses / Washes
- National Audubon Anderson Mesa IBA

Natural Resource Concentration:



Methodology: analysis of scientific data (see existing Natural Resources 1 & 2) derived the most sensitive ecological areas (differential analysis).

Note: A parcel which falls into an area with a "Concentration of Natural Resources" DOES NOT PRECLUDE EXISTING DEVELOPMENT RIGHTS. The intent of this map is to inform the community of scientifically significant ecological conditions that may exist upon the land, NOT to determine specifically where development may or may not occur.

These natural resources do not preclude entitlements. See Appendix C for full dataset list. Please see [www.flagstaffmatters.com](http://www.flagstaffmatters.com) for an interactive GIS map.



**FLAGSTAFF REGIONAL PLAN  
VISION 2030: PLACE MATTERS**



## Considerations for Development

### How to Use the Natural and Cultural Environment Maps

How does a development proposal rationalize how to go about site design and building in respect of the natural environment? Here are some considerations you can take into account, and that may help you prioritize what to preserve.

The following maps show water resources, topography and geology, soils and plants, and animals within the planning area: Existing Land Management Areas and Boundaries (Map 6), Significant Natural Resources: Wildlife, Vegetation, Hydrology and Geology (Map 7), Concentration of Natural Resources (Map 8), and Cultural Sensitivity (Map 12). They are useful not only for understanding natural and cultural resources that exist in the Flagstaff region, but also as a guide for planners, decision makers, and developers when they encounter these features on land being developed. These maps and the following suggestions are tools to:

1. Design projects that take full advantage of the land's natural and cultural resources **When practical**
2. Identify features that enhance property value when incorporated into project design
3. Offer suggestions to protect natural and cultural features while keeping costs to a minimum
4. Illustrate City of Flagstaff Zoning Code resource protection (large trees, flood plains, steep slopes)
5. Illustrate where these Considerations apply throughout the FMPO planning area
6. Assist in swift evaluation of a site's potential for development

## BIG DISCLAIMER HERE....THIS IS A SUGGESTION SECTION AND NOT POLICY>

### Large Stands of Ponderosa Pines (Map 7)

**Description:** The natural structure of a healthy ponderosa pine forest consists of clusters of trees with interlocking canopies surrounded by open grassy areas. This is most likely to occur where there are large trees, but in a healthy pinyon-juniper woodland, individual trees are spaced apart with a mix of shrubs and grasses between.

**Importance:** The natural structure of these two forest types has evolved over thousands of years. Maintaining or restoring natural forest structure results in healthy plant and animal communities, reduces the risk of fire or disease, and enhances value.

**Suggetions:** Avoid compaction of soil and conserve understory plants. On property with ponderosas, thin as necessary to maintain or restore clusters of pines of uneven ages surrounded by grassy openings.

### Watersheds and Riparian areas including springs, seeps, wetlands and floodplains ( Maps 6,7, 8, and 12)

**Description:** A watershed is an area drained by a particular network of streams and channels. Riparian areas sustain plants and animals, and

many riparian areas coincide with floodplains. Floodplains are areas subject to seasonal flooding. Riparian areas potentially extend 1,000 feet from named watercourses, seeps, springs, and floodplains.

**Importance:** Conservation of watersheds is essential to securing a safe and adequate water supply for the community. Healthy watersheds allow both infiltration of rain and snowmelt and a functioning system for seasonal runoff. Riparian areas are rare and vital habitats for unique plants and animals. They have are critical to the survival of resident and surrounding invertebrates, amphibians, birds and mammals, and serve as wildlife linkages. They help filter water, recharge the aquifer and reduce flooding, runoff and erosion.

**Suggetions:** Avoid compaction of soil or fragmenting riparian areas with roads, trails, or buildings in a watershed. Provide a buffer of vegetation for 100 feet or more around the riparian area. Prevent pesticides and other chemicals from reaching the area. Expect and allow natural fluctuations in water levels. Minimize channelization and allow for natural movement of water over the landscape during flood events. Create a fire-wise landscape while conserving established vegetation as appropriate.

### Steep Slopes and Erosion Hazard (Maps 6 and 7)

**Description:** Natural topography protects developed areas from flooding and erosion. It has an attractive, harmonious appearance and is critical in supporting healthy plant and animal communities including wildlife linkages. Map 6 illustrates slopes protected by the Zoning Code and Map 7 show areas with potential erosion hazard based on steepness and soils.

**Importance:** Modification of steep slopes alters the drainage pattern of the land in unpredictable ways that can result in flooding and other damage to property. Removal of vegetation from slopes leads to soil instability and undesirable changes in the chemical and physical properties of the soil. Plant and animal communities are very different on south-facing slopes than on north-facing slopes; therefore conserving topography conserves biodiversity.

**Suggestions:** Conserve natural topography by building to graded rather than grading to build.

### Geologic Faults (Map 7)

**Description:** The Flagstaff area lies within the seismically active Northern Arizona Seismic Belt (NASB).

## BIG DISCLAIMER HERE....THIS IS A SUGGESTION SECTION AND NOT POLICY>

**Importance:** On average, an earthquake is felt in the community each year. The occurrence of these historical earthquakes indicates a 50 percent chance of a magnitude 6.0 or larger earthquake occurring during the next 30 years within the NASB. This is considered the Maximum Probable Earthquake (MPE) for the Flagstaff area.

**Guidelines:** Consider consulting with Coconino National Forest or the Flagstaff Chapter of the Arizona Native Plant Society to identify and conserve plant species of concern on your property.

**Suggestions:** Consider the proximity of known faults in site planning and structural design. For local technical information, consult the Arizona Earthquake Information Center.

### Grassy Openings (Map 7)

**Description:** Areas dominated by grasses and forbs rather than trees.

**Importance:** Grassy openings are a key part of the natural structure of local plant and animal communities. When grassy openings are lost, prairie dogs, invertebrates, raptors, harriers, kestrels and owls lose their habitat.

**Suggestions:** Avoid compaction of soil and preserve open grassy areas as much as possible.

### Rare Plants and Soils (Map 7)

**Description:** Rare or unique plant communities often occur on specific soil type and/or topography. These plant communities are described by soil type or designated by a single plant found in the community.

**Importance:** Uncommon plants play an important role in sustaining biodiversity by serving as hosts and nectar sources for invertebrates and birds. Their occurrence makes an area exceptional. Figure 7 maps both plant species and soil types.

**Suggestions:** Local experts such as the Native Plant Society, Northern

Arizona University, and Museum of Northern Arizona can be consulted to help determine the importance of conservation of these plants. Any form of deferral which leaves natural vegetation largely to completely intact would be to the developer's credit. These would include utility and other rights of way and road margins if not completely cleared, drainages and other developable lands, FUTS trail segments, undeveloped parks and open space.

### Wildlife Linkages (Map 7)

**Description:** Wildlife linkages are natural movement corridors used by wildlife as they travel from one habitat to another on a seasonal or more frequent basis.

**Importance:** Linkages ensure thriving wildlife populations through ecological functions including gene flow, predator-prey interactions, and migration. Linkages provide an exciting connection to nature for residents and visitors alike. Disruption of linkages can result in damage as wildlife attempt to follow ancient routes through neighborhoods and across roads.

**Suggestions:** Identify wildlife linkages and avoid disrupting them with roads, walls, fences, or pavement. For more information on wildlife and wildlife linkages, contact the Arizona Game and Fish Department (AGFD). Included in the tools AGFD offers is "Wildlife Friendly Guidelines."

### Prairie Dogs (Map 7)

**Description:** Gunnison's prairie dogs form colonies of burrows in local grasslands.

**Importance:** Prairie dogs are considered a keystone species and a Species of Greatest Concern by AGFD in the Inter-agency Management Plan for Gunnison's Prairie Dogs. They provide food and shelter for other animals and insects of the prairie ecosystem. They also contribute to the permeability of the soil and pruning of the grasses.

**Suggestions:** When there are prairie dogs on land proposed for development, they should be a consideration in the development process. Management of prairie dogs is the preferred option. If that is not possible, relocation should be considered.

### Northern Arizona Audubon Bird Sanctuaries (Map 7)

**Description:** No Arizona Audubon bird sanctuaries are certified as regionally important bird habitats and exceptional bird watching.

**Importance:** The sanctuaries are accessible to the public and have one or more of the following attributes: a regionally high number of birds; a regionally high diversity of bird species; one or more regionally noteworthy species regularly or seasonally present. The sanctuaries are public amenities that potentially enhance property values in their surroundings.

### Cultural Sensitivity (Map 12)

**Description:** Artifacts, structures, and cultural relics.

**Importance:** Evidence of our past is important to defining our sense of place and our understanding of ourselves and our surroundings. Historical and archaeological evidence is widespread and can be found almost everywhere within the planning area.

**Suggestions:** Archaeological survey prior to development planning is recommended to identify sites so that plans can provide for their avoidance or mitigation, thus avoiding damage to historical or archaeological sites and expensive surprises late in planning. Note that Map 12 does not include the "Traditional Cultural Properties" on the San Francisco Peaks. Assistance with cultural sensitivity may be found through Northern Arizona University, Museum of Northern Arizona, and local consultants.

Why do developers' clients buy, build, and choose to live and work in the Flagstaff area? Because of our unique natural and cultural resources!

## Air Quality



Photo by: Tom Bean

The excellent air quality found within the Flagstaff region not only benefits the community with clean air to breathe, but also with a thriving, healthy ecological environment. Therefore, effective land use planning and proactive measures are critical to maintaining our air quality in the future, and new development and industry should be planned accordingly. **while preserving private property rights**

~~During the past decade, the Flagstaff region realized growth that increased air pollution-generating activities, such as on- and off-road vehicle emissions; rail traffic; residential, commercial, and industrial development; and wood burning fireplaces. In addition to growth impacts, upwind stationary sources such as electrical power plants, mining operations, and other industries emit air pollutants that may affect our region. More than a dozen facilities operate within or adjacent to Coconino County that produce significant amounts of carbon monoxide, nitrogen oxides, volatile organic compounds, sulfur dioxide, particulate matter, or ammonia. Violations of National Ambient Air Quality Standards have not occurred in Coconino County. However, on some days, perceptible reductions in visibility do occur.~~ **REMOVE\_ Seems like a political statement, has no place.**

**There's no such thing as a non polluting industry/business**

People value fireplaces and woodstoves. We live in a mountain town with cold weather and a huge pine forests that need thinning. Our nation is addicted to importing natural gas, which heats most homes yet we want to discourage a local sustainable fuel source?

~~Beginning in August 2011, the U.S. Environmental Protection Agency put into effect stricter air quality standards. The potential impact of this would be if Coconino County, as the responsible agency for any nonattainment air quality issues, may initiate restrictions and limitations such as reduction or elimination of burn permits and, potentially, vehicle emissions testing. Over the years, however, city and county policy makers have realized the benefits of a clean air environment and have been proactive to minimize potential impacts with regulation and the goal to attract non-polluting industry to the region. The following goals and policies continue build upon these efforts and direction.~~

### AIR QUALITY GOALS AND POLICIES

#### Goal E&C.1. Proactively improve and maintain the region's air quality.



~~Looks like a problem looking for a solution. Our air is quite clean.~~  
Policy E&C.1.1. Engage public agencies concerned with the improvement of air quality, ~~and implement state and regional plans and programs to attain overall federal air quality standards (in particular ozone, particulate matter, and carbon monoxide) on a long term basis.~~ **so we want to encourage healthy forests which require fire which makes smoke, this is in direct conflict with this policy.**

Policy E&C.1.2. Pursue reduction of total emissions of high-priority pollutants from commercial and industrial sources and area-wide smoke emissions.

Policy E&C.1.3. Encourage strategies and partnerships to mitigate dust.

~~Policy E&C.1.4. Maintain air quality through pursuit of non-polluting industry and commercial enterprises.~~

Every industry, even clean has a footprint and even small amounts of pollution. Does this mean we are to not pursue and industry or economic development?

Policy E&C.1.5. Seek feasible alternatives to reduce the smoke produced through prescribed burns and slash piles while continuing efforts to return fire to its natural role in the ecosystem.



## Climate Change and Adaptation

Changes to the climate system have been noted through observations of increases in global average air and ocean temperatures, widespread melting of snow and ice, and rising global average sea level (Intergovernmental Panel on Climate Change 2007). At the same time, weather patterns have become more extreme, with more intense and longer droughts, more extreme precipitation events, and increased heat waves. Many climate models predict further decreases in annual precipitation and increased temperatures for our region, which in turn are likely to result in changes to our vegetation and animal communities, as well as declines in agricultural productivity and food security.

### Local Climate Change Impacts

Recent warming in the Southwest has resulted in declines in spring snowpack and Colorado River flow. Key issues that the American Southwest, including the Flagstaff region, must address include the following:

- Decreasing water supplies
- Reduction in annual snowpack and decrease in snowmelt
- Depleted soil moisture
- Increasing temperature, drought, wildfire, tree mortality, and invasive species
- Increased frequency and altered timing of flooding
- Adverse impacts on the region's unique tourism and recreation opportunities
- Increasing risks to cities and agriculture from a changing climate
- Increased vulnerabilities of the community's lower income, poor, and elderly

### Climate Adaptation and Mitigation

The region has always faced climate risks, including forest fires, record warming, snow storms, high winds, flooding, and drought. These events affect every resident, and as the regional climate changes, these risks will become more frequent and severe. The effects of these extreme events may be lessened with preventative measures.

Mitigation refers to reducing the severity of climate change by decreasing greenhouse gas emissions and limiting their concentration in the atmosphere. The Flagstaff region has the opportunity to help mitigate the changes in climate, and simultaneously be ready for its effects by understanding the potential of wildfire, flooding, drought, and other effects of climate change and then preparing for such hazards. Individual preparation measures could include preparing our homes for potential fire, implementing stormwater management best practices, and becoming more water efficient. Personal home or business investments in water conservation and stormwater collection,

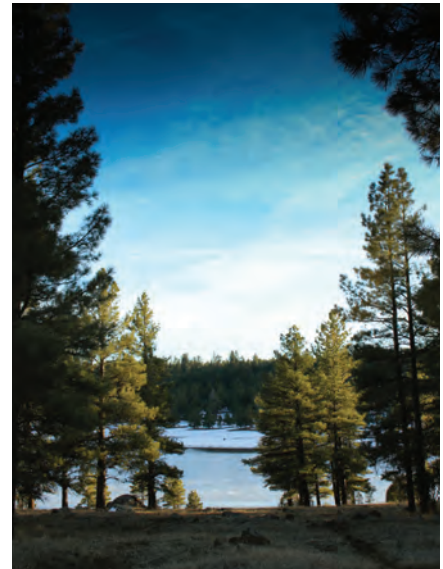


Photo by: Sarah Hamilton

energy efficiencies, walking, biking, bus-riding, recycling, re-using, and sharing also contribute to mitigating climate change.

At the community level, investing in critical public infrastructure such as reclaimed water, conservation, and stormwater collection; efficient use of energy resources; self-reliance on transportation options; food production and the ability to generate energy by means other than fossil fuels; and protecting and preparing the community for extreme weather events, flooding, wildfires, and other natural and human-caused hazards are examples of large-scale preparation (refer to the *City of Flagstaff Resiliency and Preparedness Study* 2012).

~~For the purposes of the *Flagstaff Regional Plan*, how we develop land and transition to compact development and walkable communities will have the biggest impact on our reduction of greenhouse gas emissions and mitigating climate change through local action.~~

Some people don't want to live in a compact walkable neighborhood.

## CLIMATE CHANGE AND ADAPTATION GOALS AND POLICIES



### Goal E&C.2. Reduce greenhouse gas emissions.

~~While recognizing the importance of fossil fuels, we will strive to~~  
Policy E&C.2.1. Reduce fossil-fuel generated energy consumption in public, commercial, industrial, and residential sectors

Policy E&C.2.2. Promote investments that strengthen climate resilience and discourage those that heighten climate vulnerability.

### Goal E&C.3. Strengthen community and natural environment resiliency through climate adaptation efforts.

Policy E&C.3.1. Develop and implement a comprehensive and proactive approach to prepare the community for and to minimize the impacts of climate change induced hazards. ~~Too broad~~

~~Policy E&C.3.2. Review and revise existing regulations, standards, and plans (codes, ordinances, etc.) to reduce the community's vulnerability to climate change impacts.~~

Policy E&C.3.3. Invest in forest health and watershed protection measures.

Policy E&C.3.4. Increase the region's preparedness for extreme climate events.

### Goal E&C.4. Integrate the best available science into all policies governing the use and conservation of Flagstaff's natural resources.

Policy E&C.4.1. Assess vulnerabilities and risks of Flagstaff's natural resources.

Policy E&C.4.2. Develop water use policies that attempt to integrate current best projections of climate change effects on the Colorado Plateau's water resources, emphasize conservation and rainwater harvesting, and minimize the energy-intensive transport and pumping of water. ~~In direct conflict with many constituents goals of bringing a pipeline from outside Flagstaff~~



## Dark Skies

The City of Flagstaff and the northern Arizona region have achieved worldwide recognition for innovative leadership in the protection of dark skies. Beginning with Ordinance 400 in 1958 that addressed searchlights, over a half-century of policy decisions and implementations have fostered an astronomy industry that now includes Lowell Observatory, the U.S. Naval Observatory, the Navy Prototype Optical Interferometer, the National Undergraduate Research Observatory, the U.S. Geological Survey Astrogeology Center, and the new Discovery Channel Telescope. Public support of protection of the night sky for both general enjoyment and professional deep space research has become an established element of community and regional identity.

Land Development Codes that restricted the amount of light per acre in outdoor lighting installations were approved by both the City and the County in 1989, and since then the LDC codes have been periodically reviewed and strengthened. On October 24, 2001, Flagstaff was recognized as World's First International Dark Sky City for its pioneering work balancing preservation of our night sky natural resource with concerns about public safety and economic security. Rather than allow this significant economic and cultural inheritance to be degraded, the region's hard-won reputation and accomplishments are acknowledged as vital assets that must continue to be enhanced.



Photo by: Shabo Zhang

To remain one of the premiere astronomic sites in the world, to properly recognize preservation of naturally dark night skies as a persistent expression of community values, and to better-utilize a critical economic and tourism attractant, the region <sup>Should</sup> must implement evolving standards that proactively address problems associated with increased artificial light, air pollution, illuminated signage, and development - both adjacent to major scientific instruments and within the region.

These goals can be realized by: 1) restricting economic 'activity centers' in any area designated as Lighting Zone 1 enacted to protect astronomical institutions; 2) addressing non-conforming lighting currently exempted by 'grandfathered' regulations; and 3) developing tighter control of so-called 'trespass' lighting that allows involuntarily impacts on properties beyond on-site uses.

### DARK SKIES GOALS AND POLICIES

#### Goal E&C.5. Preserve dark skies as an unspoiled natural resource, basis for an important economic sector, and core element of community character.

Policy E&C.5.1. Evaluate the impacts of the retention of dark skies regarding lighting infrastructure and regulatory changes, land use decisions or changes, and proposed transportation developments within the region.

Policy E&C.5.2. Encourage and incentivize voluntary reduction of "exempt" lighting that degrades night sky visibility, and work to prevent light trespass whenever possible in both public and private areas.

Policy E&C.5.3. Enforce dark sky ordinances.



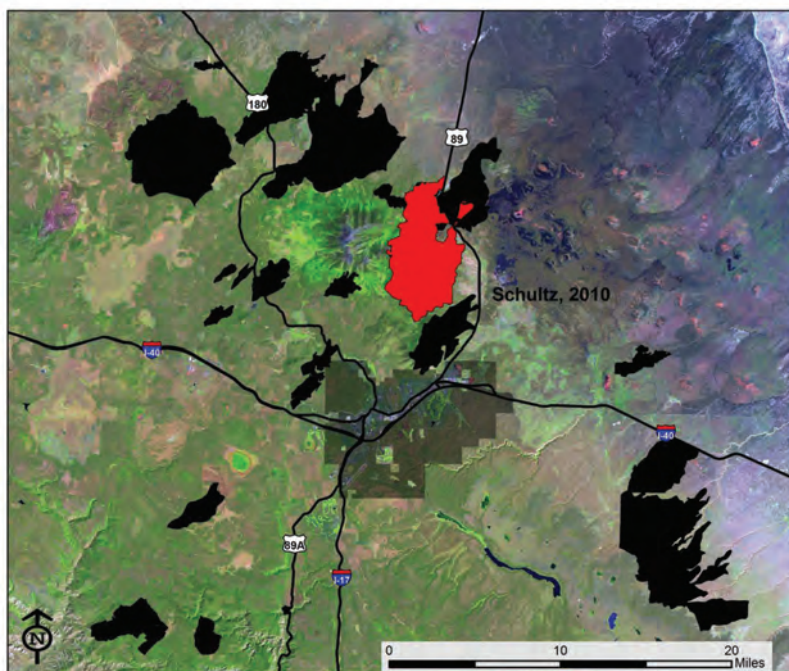
## Ecosystem Health

Collaborative resource management in the Flagstaff region is important since our ponderosa pine forest crosses all ownership and management boundaries including private lands, Coconino National Forest, Walnut Canyon and Sunset Crater National Monuments, State Trust lands, and Camp Navajo. The forest and other ecosystems in the planning area represent a biologically interconnected landscape that is essential for our water supply, agriculture, tourism, and more. Ecosystem health is central to our community vitality and land use and management decisions should thus be approached collaboratively and holistically.



Photo by: Tom Bean

Our forests are the source of our water and a critical aspect of our overall water infrastructure, no less important than wells, reservoirs, and water treatment facilities. Declines in forest health may lead to unnatural high-intensity wildfires and devastating post-fire flooding that pose serious risks to our water supply and infrastructure. For instance, the 2010 Shultz Pass wildfire destroyed 15,870 acres of National Forest, and the subsequent Shultz Pass flood caused millions of dollars in damages to homes, property, and roads. Repair and recovery efforts associated with post-fire flooding events and other associated damage now far exceed, on a national average, the suppression cost of the fire itself and may extend for years. In recognition of this threat the City of Flagstaff passed a \$10 million “Forest Health and Water Supply Protection Project” bond in November 2012, the first of its kind in the United States. This effort will fund planning and forest treatments on nearly 11,000 acres of federal and state lands within two watersheds (Rio de Flag/Dry Lake Hills watershed) critical to the city. Reducing destructive fire potential in these areas will prevent inevitable post-fire flooding into the community and protect storage capacity and water quality of the Lake Mary reservoir and watershed. Together with ongoing efforts such as the Greater Flagstaff Forests Partnership and Four Forests Restoration Initiative, this work will pay great dividends in ensuring healthy forests and the protection of our water system.



The 2010 Schultz Fire burned over 15,000 acres in the Coconino National Forest including Schultz Peak.

■ Schultz Fire 2010    ■ Past Fires

Collaborative efforts are also improving the health of other regional ecosystems. Many of our grasslands, such as Forest Service areas on Anderson Mesa and private ranchlands around the San Francisco Peaks, have been altered by grazing, invasive weeds, shrub encroachment, and climatic changes. Restoration efforts by private landowners and public agencies have improved grassland conditions through shrub and weed removal and the return of native plants. Similar projects to restore pinyon-juniper woodlands

may help return these habitats to a more natural fire regime and species composition, and improve the diversity of understory forbs and grasses to provide more desirable forage for wildlife. The Flagstaff area boasts a number of largely ephemeral wetlands including Rogers Lake, Dry Lake, lakes and ponds on Anderson Mesa, and spring-fed wet meadows such as Pumphouse Meadow in Kachina Village. These rare and sensitive habitats provide valuable resources for wildlife, recreation, flood control, aquifer recharge, and other functions. Greater Flagstaff also features riparian areas with primarily intermittent flows and values similar to our wetlands such as the Rio de Flag, Walnut Creek, Sinclair Wash, and Pumphouse Wash. The successful multi-stakeholder effort to acquire and restore Picture Canyon on the Rio de Flag can serve as a model for further collaborative conservation efforts along the Rio and other watercourses in the planning area.

### Noxious and Invasive Weeds

Invasive and noxious weeds pose an increasing economic and ecological threat throughout the West. They have increased costs for landscape and maintenance along roads, school yards, parks, and other areas. Forest and grazing lands have been degraded, and unchecked infestations threaten greater losses. Such plants tend to spread rapidly, out-compete and displace native species, and disrupt ecosystem processes. If not controlled, invasive non-native plants reduce biodiversity, degrade wildlife habitat, and jeopardize endangered species.



Photo by: Tom Bean

## ECOSYSTEM HEALTH GOALS AND POLICIES

### Goal E&C.6. Protect, restore and improve ecosystem health and maintain native plant and animal community diversity across all land ownerships in the Flagstaff region.



Policy E&C.6.1. Encourage public awareness that the region's ponderosa pine forest is a fire-dependent ecosystem and strive to restore more natural and sustainable forest composition, structure, and processes.

Policy E&C.6.2. Encourage all landowners and land management agencies to emphasize forest ecosystem restoration and catastrophic fire risk reduction for the lands under their respective jurisdictions.

Policy E&C.6.3. Promote protection, conservation, and ecological restoration of the region's diverse ecosystem types and associated animals, especially rare, sensitive, threatened and endangered species on both public and private lands in a landscape context.

Policy E&C.6.4. Support collaborative efforts to return local native vegetation, channel structure and, where possible and applicable, preservation and restoration of in-stream flows to the region's riparian ecosystem.

Policy E&C.6.5. Preserve Flagstaff's wetland areas and discourage inappropriate development that may adversely affect them and the ecosystem services they provide.

needs better Property rights wording

Policy E&C.6.6. Support cooperative efforts for forest health initiatives or practices, such as the Four Forest Restoration Initiative (4FRI), to support healthy forests and protect our water system. And other Responsible commercial logging

Policy E&C.6.7. Use best environmental practices to control the spread of exotic and invasive plants, weeds, and animals, and eradicate where possible.

Policy E&C.6.8. Disturbed areas for improvements and landscaping for new developments <sup>may</sup> shall emphasize the use of native, drought-tolerant or edible species appropriate to the area.

Policy E&C.6.9. Develop guidelines to minimize the use of herbicides, insecticides, and similar materials.



## Environmentally Sensitive Lands

Environmentally sensitive lands in the Flagstaff region include floodplains, riparian areas, wetlands, seeps and springs, and steep slopes. These areas contain critical resources and require special consideration in the development design and review process. Floodplains, riparian areas, and wetlands not only provide for the discharge of floodwaters and the recharge of aquifers, but also provide important habitat for plants and animals, wildlife movement corridors, and seasonal habitat for numerous bird species. Water courses of all types act as magnets for human settlement, recreation, and other activities. Seeps and springs provide essential water sources for natural ecosystems, as well as human communities. Steep slopes and ridgelines can be environmentally sensitive in the sense that they often have unstable, highly erodible soils; contain a wide range of vegetation types; and provide habitat for a diversity of bird and wildlife species. At the same time, prominent slopes and ridgelines can be attractive to property owners as building sites with spectacular views. Considering the rarity of these types of environmentally sensitive lands and their high environmental values, it is important to ensure a balance between environmental and human needs when development decisions may encroach upon such areas.

### ENVIRONMENTALLY SENSITIVE LANDS GOALS AND POLICIES

#### Goal E&C.7. Give special consideration to environmentally sensitive lands in the development design and review process.

Policy E&C.7.1. Design development proposals and other land management activities to minimize the alteration of natural landforms and maximize conservation of distinctive natural features.

Policy E&C.7.2. <sup>consider</sup> ~~Favor~~ the use of all available mechanisms at the City and County level for the preservation of environmentally sensitive lands, including but not limited to public acquisition, conservation easements, transfer of development rights, or clustered development with open space designations.



## Natural Quiet

Just footsteps from Flagstaff's urban core, one leaves the commotion of the city and can simply walk into forested serenity or vast open spaces. This convenient and quick access to nature is one of the many reasons people live in and visit Flagstaff. As development occurs on the urban fringe and visitor and recreation traffic increases, maintaining natural quiet, that is, the absence of human-generated sound, becomes difficult. Future development should <sup>consider</sup> ~~address~~ noise issues through land use and site planning that appropriately locates intensive land uses, and includes buffers between uses and highway corridors.



Photo by: Tom Bean

### NATURAL QUIET GOALS AND POLICIES

#### Goal E&C.8. Maintain areas of natural quiet and reduce noise pollution.

Policy E&C.8.1. <sup>Endeavor to (encouraging language)</sup> ~~Establish~~ location-appropriate sound management tools with measurable criteria.

Policy E&C.8.2. Evaluate land uses and transportation proposals for their potential noise impacts.



## Soils

The geology of Coconino County has directly affected the formation of various soils due, in part, to the composition of bedrock materials, topography, geologic structures, and the influence of topography on climatic patterns. Soils in the area vary widely in type and character, ranging in composition from coarse-grained, well-drained materials to expansive fine-grained soils. Structural requirements differ accordingly, and construction techniques will adapt to the soil conditions for building stability.

Soils with high expansive potential can heave if the water content of the soil increases. Typical moisture sources that initiate this type of movement are rainfall, snowmelt, and excess landscape watering. This movement can result in drywall cracking, warped windows and doors, and eventually structural distress. Water leaks from utilities can cause extreme damage in these types of soils. Conventional shallow spread footings and slabs-on-grade are often not suitable for use on expansive soil sites. Post-tensioned slab-on-ground or drilled pier and grade beam foundation systems are some of the typical solutions. Other possible site preparation treatments for this type of condition include removal of the clay soils and replacement with low expansive engineered fill material, or lime stabilization of the site soils.

Other considerations include areas with collapsible soils and areas of high groundwater. High groundwater can create substantial limitations for conventional septic systems. The areas with limitations are generally dispersed throughout the planning area. ~~A site-specific geotechnical evaluation is required to identify limitations and provide detailed design parameters.~~



Photo by: Jeremy Ferguson

### SOILS GOALS AND POLICIES

#### Goal E&C.9. Protect soils through conservation practices.

Policy E&C.9.1. County Policy: In areas of shallow or poor soils where standard on-site wastewater systems are not feasible, give preference to very low-density development, integrated conservation design, a centralized treatment facility, and technologically advanced environmentally sensitive systems.

Policy E&C.9.2. Construction projects employ strategies to minimize disturbed area, soil compaction, soil erosion, and destruction of vegetation. **should endeavor to (encouraging language)**





## Wildlife



*Photo credit: Arizona Game and Fish Department*

The Flagstaff region boasts an abundance of wildlife that is highly valued by residents and visitors alike. Wildlife-based recreation ranging from bird-watching to hunting draws visitors from around the state and beyond, and contributes directly to the region's economy. Our community strongly supports the stewardship of wildlife and their habitats. Proactive planning and land management will help to ensure that as Flagstaff grows we continue to enjoy healthy populations of native wildlife, by maintaining the habitats and movement corridors on which they depend.

Our forest, grassland, wetland, and other ecosystems support diverse wildlife species and most use multiple habitats during the day and/or year to support their activities. Breeding songbirds often forage in areas different from where they nest, while bald eagles and elk migrate seasonally over considerable distances to secure food and other resources. It is also important to conserve localized habitats needed by smaller, less-mobile species such as amphibians (wetlands and riparian areas), reptiles (basalt outcrops), and small mammals (prairies and forest meadows). These species often provide prey for larger animals and may have difficulty finding suitable areas if their current habitat is lost. Maintaining habitat connectivity through conservation of wildlife linkages or "corridors" is also critical to the long-term stability of wildlife populations. These movement areas may be relatively broad, or limited to narrower corridor-like features such as forested ridges, canyons, and riparian zones. The wildlife linkage just west of Flagstaff known as the "Woody Ridge Corridor," which connects habitat on the San Francisco Peaks to lower-elevation areas near the Mogollon Rim, is of particular importance for many species of local wildlife. Effective wildlife conservation thus requires considering the potential effects of land use decisions in their broader landscape context.

Natural and human-caused landscape modifications including drought, altered fire frequency, introduction of non-native plants and animals, and development may degrade or reduce habitat for wildlife. However, keeping wildlife in mind during planning and land use decisions, be it the design of subdivisions, siting of transportation corridors and trails, or development of renewable energy facilities, can help avoid or minimize negative impacts. Moreover, proactive conservation of sensitive and declining species in the near-term may prevent their listing as threatened or endangered in the future and help avoid the land use restrictions which listing entails. Ensuring stable populations of native wildlife also has broader benefits. Wildlife perform key ecological functions such as pollination, control of pest and disease organisms, seed dispersal, and many others that collectively help to maintain the integrity of our local ecosystems and the "ecosystem services" they provide. Conservation initiatives that preserve the full spectrum of native wildlife and the habitats on which

they depend, such as the Four Forests Restoration Initiative, will help to ensure that Flagstaff residents continue to receive these natural benefits for years to come.

The Arizona Game and Fish Department (AGFD) is proactive in developing and implementing the *Arizona State Wildlife Action Plan* (2005-2015), *Coconino County Wildlife Linkages Report* (2011) and *Interagency Management Plan for Gunnison's Prairie Dogs*. These plans were developed on the premise that the most effective way to conserve rare, declining, and common wildlife is to restore and conserve healthy areas to live. AGFD is also collaborating with partners including the City of Flagstaff to develop a network of watchable wildlife sites known as the Arizona Watchable Wildlife Experience (AWWE) to promote ecotourism in the planning area. The wildlife corridors, habitat areas, and watchable wildlife sites, as established by AGFD, is an important layer within the *Flagstaff Regional Plan* open space planning maps (refer to the Open Space chapter).

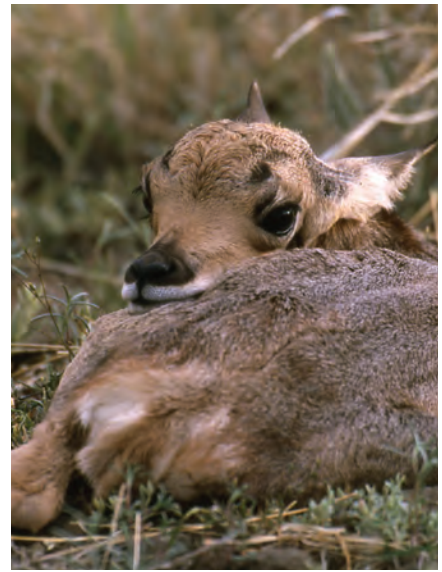


Photo credit: Arizona Game and Fish Department

## WILDLIFE GOALS AND POLICIES

### **Goal E&C.10. Protect indigenous wildlife populations, localized and larger-scale wildlife habitats, ecosystem processes, and wildlife movement areas throughout the planning area.**

Policy E&C.10.1. Encourage local development to protect, conserve, and when possible enhance and restore wildlife habitat.

Policy E&C.10.2. Protect, conserve, and when possible enhance and restore wildlife habitat on public land.

Policy E&C.10.3. Protect sensitive and uncommon habitats such as ephemeral wetlands, riparian habitats, springs and seeps, rare plant communities, and open prairie ecosystems including the physical elements such as water sources and soil types on which they depend through open space acquisition efforts, avoiding these features in **teh** design of subdivisions and other development, etc. encouraging language please

Policy E&C.10.4. Support the control and removal of terrestrial and aquatic exotic and invasive animals.

Policy E&C.10.5. Support the development of watchable wildlife recreation opportunities.

Policy E&C.10.6. Conserve and restore important wildlife corridors throughout the planning area to allow wildlife to find suitable habitat in the face of climate change by moving along vegetational and elevational gradients.



# OPEN SPACE

**Open space** is a complex mosaic of undeveloped or minimally developed lands with a wide variety of qualities, values, and purposes, ~~which affects all other components of the Flagstaff Regional Plan.~~ The area encompassed by the *Flagstaff Regional Plan* holds enormously diverse open space from high-elevation wetland meadows to nationally significant geologic formations. Planning for open space can ensure preservation of these important resources.

While open space conservation is a goal set forth in the *Flagstaff Regional Plan*, the intent is not to take away development rights that currently exist. This discussion of our open space resources merely highlights the important ecological and sensitive features of our community and offers tools that can be used to conserve our unique resources.

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## Our Vision for the Future

**In 2030, the Flagstaff region maintains a healthy system of open lands supporting the natural environment and our quality of life through stewardship of regional stakeholders.**  
while respecting private property rights

The *Flagstaff Area Open Spaces and Greenways Plan* (OSGWP), an interagency guide adopted in 1998, classifies open space into a hierarchy of five categories intended to deliver a full range of open space values. Participating agencies include the City of Flagstaff, Coconino County, Arizona State Land Department, Arizona Game and Fish Department, Coconino National Forest, and the National Park Service, as well as numerous citizens and local organizations.



Photo by: Callie Walters



Photo by: Jeremy Ferguson

Open space planning also takes the proximity and edge characteristics of the five categories into consideration because such spatial relationships affect the quality of the more natural open space categories.

**Primitive**—exhibits natural conditions with little evidence of current human activities.

**Semi-primitive**—shows some evidence of past human activities, but retains substantially natural-appearing conditions; access is restricted and area serves as key or high quality wildlife habitat. May be

**Multiple-use/Conservation**—appears natural but shows some evidence of past human activities; often accessible by two-wheel drive vehicles with moderate to high levels of use.

**Neighborhoods**—open spaces near residential areas that are easily accessible for after-work recreational activities such as hiking, biking, or horseback riding; highly accessible with a high level of use.

**Cultural/Historical/Recreational**—highly modified by human facilities, including developed recreation sites and a combination of natural and modified landscapes.

## Natural Resources and Open Space

This plan identifies those sensitive ecological resources essential to our community's character and ecosystem health that are to be considered in open space planning.

Map 7 (see Chapter IV - Environmental Planning and Conservation) represents a comprehensive inventory of open space areas, recreational resources, and designated points of access to open space areas and resources in the Flagstaff region. The City and County Open Space Commissions should refer to the Natural Environment maps (Maps 7, 8, and 9) in Chapter IV when developing their strategic plans. Significant slopes and drainages include those of Observatory Mesa (Mars Hill), McMillan Mesa, the base of Mt. Elden and other foothills to the north; and the Rio de Flag, Bow and Arrow, Sinclair, and Switzer Canyon washes. Map 7 indicates the 100-year floodplain, the rural floodplain, and all potential riparian areas. It also highlights wildlife corridors, watchable wildlife opportunities, and Northern Arizona Audubon bird sanctuaries, in addition to plant communities and geological resources.

Much of the perceived open space within the city is actually vacant parcels with development rights. The City and County will continue to preserve quality open space as much as is feasible, but legally, must use the tools identified in this chapter for open space planning, acquisition, and conservation.

## Open Space Planning

Open space is defined and promoted as a community-wide priority in *A Vision for Our Community: Flagstaff 2020* (1997), the main impetus for the OWGWP, as well as in public policies implemented may through the Flagstaff Area Regional Land Use and Transportation Plan (2001). The City and County have funding mechanisms in place to support acquisition and development of parks, trails, and open space.

Do we have funding. Another definitive.



In 1996 Arizona adopted the Arizona Preserve Initiative, which encourages preservation of select parcels of State Trust land in and around urban areas as open space to benefit future generations. State Trust lands are sold at public auction. In 2001 and 2002 both the City of Flagstaff and Coconino County petitioned the State Land Department to reclassify certain State Trust lands within the FMPO boundary at Walnut Canyon, Picture Canyon, Observatory Mesa, Old Growth Forest, Rogers Lake, and Fort Tuthill for eventual acquisition through the Arizona Preserve Initiative. In 2010, Coconino County acquired Rogers Lake through this process. In 2012, the City successfully acquired 477.8 acres of land at Picture Canyon for conservation purposes.

"The street ends like most Flagstaff streets still do, in spite of the demands of development, where open space and urban trails begin."

- Roxanne George, "The View from Here: Contemporary Essays by Flagstaff Authors"

Preservation and acquisition efforts have culminated in thousands of acres now conserved as open space: preservation of the Dry Lake caldera and conveyance of the land to the Forest Service, County acquisition and preservation of wetlands at Kachina Village, and most recently, the County's acquisition of State Trust lands at Rogers Lake and the City's acquisition of Picture Canyon as described above.

The Flagstaff Urban Trails System (FUTS) provides access to open space and links to rural corridors through trails obtained by acquisitions or easements (refer to the Transportation map for FUTS trails). This plan envisions that National Forest and publicly acquired State Trust lands will form an open space system that, for the most part, surrounds the city geographically and defines county communities. The plan balances the needs of people and ecosystem health to retain and improve pedestrian access to open space within 15 minutes of any neighborhood, preserve important wildlife linkages and habitat, and protect surface water. While also endeavoring to

The paragraphs below outline environmental and open space planning efforts currently implemented in the Flagstaff region. These plans and implementation tools reveal an inter-agency and institutional framework already at work in planning efforts that includes the City of Flagstaff, Coconino County, Flagstaff Municipal Planning Organization, Arizona Game and Fish Department, Arizona State Land Department, U.S. Fish and Wildlife Service, U.S. Forest Service, and National Park Service, as well as Lowell Observatory, the Naval Observatory, and Camp Navajo. Future planning to identify open space for acquisition and management will benefit from a deliberate collaborative effort between these agencies, private citizens, and non-governmental groups such as Friends of the Rio, Friends of Walnut Canyon, and Habitat Harmony.

The **Coconino County Comprehensive Plan** (2003) is a conservation-based planning document built upon a conservation framework and ecological principles. It states that humans are an integral component of the ecosystem, play a crucial role in shaping our environment, and are responsible for proper stewardship of natural areas. Coordinated open space planning between the County and City is a priority. Über definitive

The **Arizona Game and Fish Department** is proactive in developing and implementing the *Arizona State Wildlife Action Plan* (2005-2015), *Coconino County Wildlife Linkages Report* (March 2011), and *Interagency Management Plan for Gunnison's Prairie Dogs*. These plans are based on the premise that the most effective way to conserve rare, declining, or common wildlife is to restore and conserve healthy habitat. Wildlife corridors, habitat areas, and watchable wildlife sites, as established by the Arizona Game and Fish Department, form an important layer within the *Flagstaff Regional Plan* open space planning maps.



Photo by: Jacki Philleo



Photo by: Shaobo Zhang

The **Coconino National Forest Land and Resource Management Plan** takes into consideration all lands administered by the U.S. Forest Service within the Flagstaff Regional Plan's boundaries including the Snowbowl area and the Lake Mary Ecosystem. Among other environmental concerns, the plan highlights wildlife habitat and riparian waterways. Signed in 1987 and amended many times since, the existing plan is currently undergoing comprehensive revision. ~~The Coconino National Forest Land and Resource Management Plan should be coordinated with Flagstaff Regional Plan open space and recreation planning policies.~~ Another definitive.

The **U.S. Naval Observatory Flagstaff Station** (NOFS) is the Department of Defense dark-sky observing facility for optical and near-infrared astronomy. The Naval Observatory Station Flagstaff Integrated Natural Resources Management Plan is therefore a federal plan that requires input and concurrence from the U.S. Fish and Wildlife Service and the Arizona Game and Fish Department. The needs of both the Naval and Lowell observatories are highly respected in open space planning.

### Open Space Community Partners

Cooperation among partners including government agencies and non-profits can result in effective conservation measures and maximum optimization of all conservation options. A Land Trust to manage conservation lands currently does not exist in the northern Arizona region although the Diablo Trust, which protects existing ranch lands and collaborates with the Central Arizona Land Trust ([www.centrallandtrust.org](http://www.centrallandtrust.org)), could possibly be called upon to advise or even act as an interim manager if the community so decides.

seems political

### Non-Profit Partners

Grand Canyon Trust  
Central Arizona Land Trust  
Friends of Walnut Canyon  
Picture Canyon Working Group  
Friends of Coconino County Parks  
Friends of the Rio  
Friends of Flagstaff's Future  
Habitat Harmony  
Friends of Northern Arizona Forests  
Nature Conservancy

## Applying an Open Space Plan

An important task of this plan is to address where open space <sup>May</sup> should be preserved, ~~regardless of ownership, thus defining where sustainable urban expansion can occur.~~ <sup>Wow</sup> As described in Chapter IV - Environmental Planning and Conservation, future development should strive to balance preservation of important open space lands for use <sup>Debate!!!!</sup> as wildlife habitat and corridors, riparian waterways, and floodplains, while allowing appropriate urban development in less sensitive areas.

This plan's primary goal is to maintain Flagstaff's quality of life by balancing development with the retention of open spaces and natural areas. Specific values and objectives include the following:

<sup>Some suggestions are to endeavor to</sup>

- Promote an open space green belt that connects rural and urban open spaces
- Link trails
- ~~Contain and direct growth and development~~
- Develop non-motorized transportation corridors
- Support recreational opportunities
- Protect the area's scenic quality
- Provide wildlife movement corridors
- Preserve wildlife habitat
- Foster healthy watershed and air quality
- Safeguard people and property through flood control
- Preserve significant natural areas characterized by unusual terrain, scenic vistas, unique geologic formations, intact or unique vegetation, or wildlife habitat
- Utilize open space to prevent encroachment into floodplains.
- Preserve open space for future land use needs
- Provide urban parks and open space around compact building development
- ~~Preserve a buffer between urban development and National Forest~~

In addition, the Picture Canyon Working Group recommends that the vision to create the Picture Canyon Natural and Cultural Preserve be implemented as part of the Flagstaff Regional Plan. Picture Canyon fully embodies the values and objectives listed above and will serve as an everlasting tribute to the unique characteristics and qualities of our region.

**89%** of residents favor the preservation of open space within the city.

- 2010 Community Values Survey

## OPEN SPACE GOALS AND POLICIES



**Goal OS.1. The region has a system of open lands, such as undeveloped natural areas, wildlife corridors and habitat areas, trails, access to public lands, and greenways to support the natural environment that sustains our quality of life, cultural heritage, and ecosystem health. while observing and respecting private property rights**

~~Policy OS.1.1. Establish a Conservation Land System supported by stakeholders (federal, state, city, county, non-profit, and interested citizens) to inventory, map, update, and manage the region's green infrastructure including open space planning, acquisition, conservation, protection, and long-term management and maintenance.~~

~~Policy OS.1.2. While observing private property rights, preserve natural resources and priority open lands, under the general guidance of the Open Space and Greenways Plan and the Natural Environment maps.~~

Policy OS.1.3. Use open spaces <sup>Where practical</sup> as natural environment buffer zones to protect scenic views and cultural resources, separate disparate uses, and separate private development from public lands, scenic byways, and wildlife habitats. **Public or Private, If private, this is in conflict with "while observing property rights" in Policy OS1.2.**

Policy OS.1.4. Use open space as opportunities for non-motorized connectivity, to interact with nature, and to enjoy the views and quiet. **again, private or public**

Policy OS.1.5. Integrate open space qualities into the built environment. **when practical**

## Tools for Open Space Planning, Acquisition, and Conservation

These additions make this plan lengthy and complex. Lets streamline.

1. **Conservation Easements:** These are used throughout the United States to permanently protect land from development by purchasing or donating land for tax benefits. A conservation easement is a **voluntary**, legally binding agreement that limits certain types of uses while protecting the property's ecological services and open space values. Conservation easements can be held by a private non-profit land trust or a governmental agency.
2. **Open Space Acquisitions - Coconino County:** In 2002, Coconino County voters approved the Coconino Parks and Open Space Tax (CPOS), which is funded with a 1/8 of 1 cent sales tax (approximately \$1.63 per month per person) for a maximum fund amount of \$33 million. The voters supported this ballot measure to acquire open space, redevelop existing county parks, and develop new parks. Since 2002, over 2,300 acres of open space has been acquired and new park development has been completed. In order to engage in future open space acquisitions, consideration should be given to a reauthorization of the CPOS tax that will require voter approval by 2014.
3. **Open Space Acquisitions - City of Flagstaff:** In 2004, Flagstaff voters authorized a bond issue up to \$7.6 million for "Neighborhood Open Space and FUTS Land Acquisition" over a 10-year period (2004-2014). To date, \$6.7 million has been allocated by the City for the purposes of acquiring open space, including Picture Canyon, which was purchased in 2012 from State Trust land. Reauthorization of bond financing for open space acquisition would require voter approval in 2014.
4. **Conservation Financing:** Taxes and bonds are two ways to finance public investment in open space. Other financing mechanisms to consider are Arizona Growing Smarter Grants, **Development Impact Fees**, and Infrastructure Financing Districts. A number of financing opportunities may need to be combined to acquire, preserve, and manage the desired open space and trail system.
5. **Purchase of Development Rights:** The ownership of land may be considered to be possession of a "bundle of rights" associated with that land. These rights include the right to possess, use, modify, develop, lease, or sell the land. The purchase of development rights involves the voluntary sale of that right while leaving all the remaining rights as before. The purchase may be made by a non-profit land trust or local government. Once an agreement is made, a permanent deed restriction is placed on the property that restricts the types of activity that may take place on the land in perpetuity. In this way, the parcel remains as agricultural or as open space forever.
6. **Transfer of Development Rights (TDR):** Arizona State law allows developers in urban "receiving" areas to buy development rights to land in rural "sending" areas; the transfer of rights allows the developers to increase the density of their developments on the receiving property. Development of the "sending" land is prohibited through an easement, but the landowner retains ownership, including the right to use the land for such uses as open space, farming, and forestry.
7. **Zoning:** The Public Lands Forest (PLF) Zone applies to areas of the city designated as National Forest, State Trust lands classified as "suitable for conservation purposes," county, and municipal permanent open space/preserve lands. Once a parcel is purchased, traded, or donated for open space in the city, a zoning change to PLF status needs to recognize the new designation. The County Zoning Ordinance also includes an Open Space and Conservation Zone for the purpose of zoning open space.
8. **Green Infrastructure:** Map 8 (in Chapter IV - Environmental Planning and Conservation) can be considered the region's "green infrastructure" as it includes open space, parks, recreation, trails, environmental conservation areas, wildlife corridors and habitats, and water ways in what is known as the region's "green infrastructure." This could be the precursor to a "Conservation Land System."
9. **Conservation Land System (CLS):** A CLS is a set of lands managed or set aside for conservation purposes including areas of biological, cultural, and historical significance. Conservation can be achieved through a variety of means including acquisition, conservation easement, transfer of development rights, conservation-based ordinances and guidelines, and intergovernmental agreements.

legal?  
could be

Appendix. When do we address. Why isn't this linked directly on website?



## Kimberly Sharp

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**From:** SallieMK@aol.com  
**Sent:** Friday, September 06, 2013 2:35 PM  
**To:** Regional Plan  
**Subject:** Submission from the Flagstaff Regional Plan website

**Categories:** Red Category

Name: Sallie Kladnik  
Email: [SallieMK@aol.com](mailto:SallieMK@aol.com)

Comment: I strongly feel that a Regional Plan for Flagstff\'s next ten years should include a bypass route between Hiway 40 and Hiway 180 for snowbowl and Grand Canyon traffic that doesn\'t go through town and back up 3-4 hours during ski season. It is dangerous and stifling to the residences that live along #180 as well as the commercial enterprises. They would benefit more from traffic that only wants to come through town. Paving the Forest Road that passes A1 Mountain would seem to be the best route for this bypass.